

Lancashire County Council

Cabinet

Thursday, 19th January, 2023 at 2.00 pm in Committee Room 'B' - The Diamond Jubilee Room, County Hall, Preston

Agenda

Part I (Open to Press and Public)

No. Item

- 1. Apologies for Absence**
- 2. Disclosure of Pecuniary and Non-Pecuniary Interests**
Members are asked to consider any Pecuniary and Non-Pecuniary Interests they may have to disclose to the meeting in relation to matters under consideration on the Agenda.
- 3. Minutes of the Meeting held on 1 December 2022** (Pages 1 - 10)
- 4. Questions for Cabinet**
To answer any verbal questions and supplementary questions from a county councillor, about any matter which relates to any item under Part I on the agenda for this meeting under Standing Order C35(7).

To submit a question to Cabinet, click [here](#).

There will be a maximum of 30 minutes for the questions to be asked and answered.

Matters for Decision:

The Cabinet Member for Resources, HR and Property (Deputy Leader) - County Councillor Alan Vincent

- 5. Medium Term Financial Strategy 2023/24 - 2026/27 and Reserves - Quarter 3 Update** (Pages 11 - 34)
- 6. Procurement Report** (Pages 35 - 54)
Please note that Appendices 'B' – 'E' to this report are in Part II and appear as Item No. 21 on the Agenda.



7. **Community Assets Policy** (Pages 55 - 68)
8. **Secondment Arrangement of Executive Director of Adult Services and Health and Wellbeing to the Lancashire and South Cumbria Integrated Care Board** (Pages 69 - 74)

**The Cabinet Member for Highways and Transport -
County Councillor Rupert Swarbrick**

9. **Lancashire County Council Highways and Transport Strategy 2023-25** (Pages 75 - 94)
10. **Revised Estate Road Specification** (Pages 95 - 158)

**The Cabinet Member for Education and Skills - County
Councillor Jayne Rear**

11. **Increase in the Number of Places at Kingsbury Special School, Skelmersdale and Establishment of Special Educational Needs Units across Lancashire** (Pages 159 - 164)
Please note that Appendix 'A' to this report is in Part II and appears as Item No. 22 on the Agenda.
12. **Special Educational Needs and Disabilities Sufficiency Strategy - Bleasdale School, Silverdale** (Pages 165 - 170)
13. **Special Educational Needs and Disabilities Sufficiency Strategy - North Area, Creation of a Free School for children with Social, Emotional and Mental Health Needs** (Pages 171 - 174)
Please note that Appendices 'A', 'B' and 'C' to this report are in Part II and appear as Item No. 23 on the Agenda.
14. **Schools Budget 2023/24** (Pages 175 - 194)

**The Cabinet Member for Environment and Climate
Change - County Councillor Shaun Turner**

15. **Consultation on the Revised Statement of Community Involvement** (Pages 195 - 216)



Matters for Information:

16. Urgent Decisions taken by the Leader of the County Council and the relevant Cabinet Member(s)

The following urgent decision has been taken by the Leader of the County Council in accordance with Standing Order C16(1) since the last meeting of Cabinet, and can be viewed by clicking on the link below:

- [Foundation Living Wage](#)

17. Urgent Business

An item of urgent business may only be considered under this heading where, by reason of special circumstances to be recorded in the Minutes, the Chair of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency. Wherever possible, the Chief Executive should be given advance warning of any Member's intention to raise a matter under this heading.

18. Date of Next Meeting

The next meeting of Cabinet will be held on Thursday 2 February 2023 at 2.00 pm at County Hall, Preston.

19. Notice of Intention to Conduct Business in Private

No representations have been received.

Click [here](#) to see the published Notice of Intention to Conduct Business in Private.

20. Exclusion of Press and Public

The Cabinet is asked to consider whether, under Section 100A(4) of the Local Government Act 1972, it considers that the public should be excluded from the meeting during consideration of the following items of business on the grounds that there would be a likely disclosure of exempt information as defined in the appropriate paragraph of Part I of Schedule 12A to the Local Government Act 1972 as indicated against the heading to the item.



Part II (Not Open to Press and Public)

The Cabinet Member for Resources, HR and Property (Deputy Leader) - County Councillor Alan Vincent

21. **Appendices 'B' to 'E' of Item 6 - Procurement Report** (Pages 217 - 248)

Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. Appendices 'B' - 'E' contain information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

The Cabinet Member for Education and Skills - County Councillor Jayne Rear

22. **Appendix 'A' of Item 11 - Increase in the Number of Places at Kingsbury Special School, Skelmersdale and Establishment of Special Educational Needs Units across Lancashire** (Pages 249 - 254)

Exempt information as defined in Paragraphs 1 and 2 of Part 1 of Schedule 12A to the Local Government Act 1972. Appendix 'A' contains information relating to any individual and information which is likely to reveal the identity of an individual. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

23. **Appendices 'A', 'B' and 'C' of Item 13 - Special Educational Needs and Disabilities Sufficiency Strategy - North Area, Creation of a Free School for children with Social, Emotional and Mental Health Needs** (Pages 255 - 266)

Appendix 'A' - Exempt information as defined in Paragraphs 1 and 2 of Part 1 of Schedule 12A to the Local Government Act 1972. Appendix 'A' contains information relating to any individual and information which is likely to reveal the identity of an individual. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Appendices 'B' and 'C' - Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. Appendices 'B' and 'C' contain information relating to the financial or business affairs of any particular person (including the authority holding



that information). It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Angie Ridgwell
Chief Executive

County Hall
Preston



Lancashire County Council

Cabinet

**Minutes of the Meeting held on Thursday, 1st December, 2022 at 2.00 pm in
Committee Room 'B' - The Diamond Jubilee Room, County Hall, Preston**

Present:

County Councillor Phillippa Williamson Leader of the Council
(in the Chair)

Cabinet Members

County Councillor Alan Vincent
County Councillor Peter Buckley
County Councillor Charles Edwards
County Councillor Graham Gooch
County Councillor Michael Green
County Councillor Jayne Rear
County Councillor Aidy Riggott
County Councillor Cosima Towneley
County Councillor Shaun Turner

County Councillor Azhar Ali OBE was also in attendance under the provisions of Standing Order No. C14(2).

1. **Apologies for Absence**

Apologies were received from County Councillor Lorraine Beavers.

2. **Disclosure of Pecuniary and Non-Pecuniary Interests**

None.

3. **Minutes of the Meeting held on 3 November 2022**

Resolved: That the minutes of the meeting held on 3 November 2022 be confirmed as a correct record and signed by the Chair.

4. **Questions for Cabinet**

There were no questions received.



5. Corporate Performance Report - 2022/23 Quarter 2

Cabinet considered a report providing an overview of the key performance indicators as well as corporate risks and opportunities to enable monitoring against the four priorities of the corporate strategy:

- Delivering better services
- Protecting our environment
- Supporting economic growth
- Caring for the vulnerable

This report covered quarter 2 of 2022-23.

Resolved: That, following consideration of the report and the additional information set out in Appendices 'A' to 'C', the report be noted.

6. Lancashire 2050

Cabinet considered a report on the progress made since January 2022, when the county council, together with Lancashire's 14 District and Unitary Councils, considered and supported the proposal to develop a long-term Strategic Plan for Lancashire.

The report also set out the continuing commitment to ensure that there continues to be opportunities for all the partner authorities to contribute to and influence thematic plans, including identifying specific schemes and activities.

Cabinet also thanked the Leader of the Council and the officers for their work in developing the report.

Resolved: That

- i. The outline Lancashire 2050 strategic framework (Appendix 'A') be the strategic framework that would guide further development of shared detailed priorities and actions with partners and stakeholders across the whole of Lancashire; and
- ii. The Leader of the Council continues to work with Lancashire Leaders in line with the principles already agreed by Full Council in January 2022 including that the Leader will make representations to that forum on any matters arising from Cabinet's consideration of this report.

7. Money Matters Quarter 2 Report 2022/23

Cabinet considered a report that provided an update on the county council's 2022/23 revenue and capital financial position. It was noted that the effects of the COVID-19 pandemic were still evident in some services particularly relating to demand for Adults and Children's Social Care. There were also significant inflationary pressures resulting from a number of factors including the pandemic and the war in Ukraine.



Resolved: That

- i. The current forecast overspend of £7.989m on the revenue budget in 2022/23 be noted; and
- ii. The revised 2022/23 capital delivery programme of £222.069m and the forecast outturn of £172.135m primarily due to slippage of delivery to future years be noted.

8. Procurement Report

Cabinet considered a report seeking approval to commence the following procurement exercises in accordance with the county council's procurement rules:

- i. Provision of Library stock and other Library materials
- ii. Framework Agreement for Haulage Fleet for Lancashire Renewables Limited
- iii. Road markings and associated services
- iv. Routine gully cleansing.

Resolved: That the commencement of procurement exercises for the following be approved:

- i. Provision of Library stock and other Library materials
- ii. Framework Agreement for Haulage Fleet for Lancashire Renewables Limited
- iii. Road markings and associated services
- iv. Routine gully cleansing.

9. Submission of an Expression of Interest to the Youth Investment Fund

Cabinet considered a report proposing the submission of Expressions of Interest to the Youth Investment Fund for 2 sites in Lancashire to seek funding for renovation. It was noted that the sites currently deliver a wide Early Help offer to children, young people and families as well as services directly targeted at young people during the day and into the evening. The Youth Investment Fund provides grant funding to renovate existing facilities to improve the health and wellbeing of young people, equip them with skills for work and life and empower them to become active citizens in their communities.

It was also noted that Appendix 'A' of the report was in Part II and appeared at Item No. 26 on the agenda.

Resolved: That

- i. The submission of Expressions of Interest to the Youth Investment Fund before the end of the year to renovate the 2 sites detailed within the report for the amounts outlined within Appendix 'A' of the report, be approved;
- ii. Works to the boiler and electrical installation approved within the Condition Led Programme 2019/20 at Fleetwood Children and Family Wellbeing (Milton Street), be considered match funding within the Expression of Interest for that site, and



- iii. The Director of Finance and the Director of Corporate Services be authorised to accept receipt of any grant funds were the submission to be successful in the full application stage, to agree grant conditions and to authorise the entering into of a Grant Funding Agreement by the council.

10. A601(M) Maintenance Project

Cabinet considered a report on the A601(M) Maintenance Project. It was noted that funding for the A601(M) bridge and highway maintenance project was originally approved by Cabinet in July 2020 as the lowest cost option for maintenance of the A601(M) over a 30-year period and included revoking the motorway status, reducing the speed limit and the replacement of Higher North Road bridge with an at grade junction as a means of achieving this.

However, it had been found that the estimated cost of the new junction had increased significantly due to construction inflation adversely affecting the activities associated with that part of the project. It was therefore being proposed to retain and repair Higher North Road bridge, that was being the lowest cost option within budget, whilst seeking to deliver the other aspects of the original project.

It was noted that Appendix 'A' of the report was in Part II and appeared at Item No. 27 on the agenda.

Resolved: That approval be given for the alternative option of retaining and repairing Higher North Road bridge, and that the proposal to replace the bridge with a new junction, approved by Cabinet in July 2020, be rescinded and not implemented.

11. Lancashire County Council (Various Roads, Burnley, Chorley, Hyndburn, Pendle, Preston, Rossendale, West Lancashire and Wyre) (Revocations and Various Parking Restrictions 21-22 (No2)) Order 202*

Cabinet considered a report that proposed to introduce new restrictions in the districts of Burnley, Pendle, Preston, Rossendale, West Lancashire and Wyre whilst removing current restrictions that are no longer required and correcting inconsistencies with the current Order in the districts of Burnley, Chorley, Hyndburn, Pendle, Preston and West Lancashire.

Resolved: That the proposals for new and existing restrictions on the various lengths of road within the Burnley, Chorley, Hyndburn, Pendle, Preston, Rossendale, West Lancashire and Wyre districts as detailed within the report and as set out in the Draft Order and Appendix 'A' of the report, be approved.

12. Moving Traffic Enforcement Powers

Cabinet considered a report on the Moving Traffic Enforcement powers. It was noted that since the introduction of the Traffic Management Act 2004 legislation has been in place but not enacted to allow councils to undertake moving traffic enforcement. In 2022 the power was enacted, and councils could now apply to take on these powers. The report set out an overview of the powers, the process of the application and the potential start date, if the application was successful.



It was noted that Appendix 'B' of the report was circulated to the Cabinet following the agenda publication. A copy of Appendix 'B' is attached to the minutes.

Resolved: That the Regulation and Enforcement Manager be authorised, in consultation with the Cabinet Member for Highways and Transport, to submit a completed application, signed by the Chief Executive, for the provision of moving traffic powers in line with the requirements set out by Government and as set out in the report.

13. Speed Indicator Devices - Updated Policy and Procedure

Cabinet considered a report on the updated policy and procedure for Speed Indicator Devices. It was noted that Speed Indicator Devices were a popular tool to tackle speeding issues on the highway and the responsibility for considering requests for Speed Indicator Devices sat with the county council's Road Safety team. Over the years a clear process and procedure had been developed and was operating effectively and the report sought to establish this process and procedure as a formally adopted policy of the county council.

Resolved: That approval be given to adopt the Speed Indicator Device Policy and Procedure, as set out at Appendix 'A' of the report, as a method for considering and implementing Speed Indicator Devices across Lancashire.

14. Town2Turf Public Realm Transformation

Cabinet considered a report on the Town2Turf Public Realm Transformation. It was noted that Burnley Borough Council had been successful in securing "Levelling Up Fund" monies for significant improvement works to the route between Burnley Town Centre and the Turf Moor Football stadium and Burnley Borough Council confirmed that it was willing to enter into an S278 Agreement for the delivery and payment of the works with the county council.

Resolved: That

- i. Approval be given for the county council to enter into a S278 Agreement under which it will accept staged payments totalling £5,755,866 from Burnley Borough Council along with any other additional financial provisions for the project that may be agreed; and
- ii. Approval be given for any payments received in connection with the agreement to be added to the Externally Funded block of the 2022/23, 2023/24 and 2024/25 capital programme in advance of any application for payment from appointed contractors. It was estimated that the following expenditure would be incurred in each year as £1,553,595 (2022/23); £3,952,567 (2023/24); £249,704 (2024/25). The final wording of the S278 Agreement would be agreed under the present authorisations for S278 Agreements.



15. Statutory Social Care Annual Report on Complaints and Customer Feedback 2021-2022

Cabinet considered a report on the Statutory Social Care Annual Report on Complaints and Customer Feedback 2021-2022.

In presenting the report, officers were requested to explore options for undertaking regular surveys of Lancashire residents on council services.

Resolved: That

- i. The Statutory Social Care Complaints Annual Report on Complaints and Customer Feedback for children and young people and adult services for 2021/22, acknowledging the associated learning, so that the county council can meet its legal obligations, be noted; and
- ii. Officers explore options for undertaking regular surveys of Lancashire residents on council services.

16. Creation of Additional Special School Places at West Lancashire Community High School, Skelmersdale

Cabinet considered a report that proposed to create additional special school places at West Lancashire Community High School, through the development of satellite provision in the Children's Centre on the site of St John's Catholic Primary School, Skelmersdale.

Resolved: That

- i. Approval be given for the initiation of a feasibility study and informal consultation to increase the number of pupil places at West Lancashire Community High School, Skelmersdale through satellite provision on the site of St John's Catholic Primary School; and
- ii. The Executive Director of Education and Children's Services be authorised, in consultation with the Cabinet Member for Education and Skills, to proceed to formal consultation on the proposals.

17. Lancashire County Council Environment and Climate Strategy

Cabinet considered a report on the new Environment and Climate Strategy for Lancashire County Council to run from 2023 to 2025.

Resolved: That the Lancashire County Council Environment and Climate Strategy 2023-25, as set out at Appendix 'A' of the report, be approved.

18. Re-imagining the Harris - Harris Your Place

Cabinet considered a report requesting additional funding from the county council by Preston City Council as a contribution to the rising construction and refurbishment costs associated with the Re-imagining the Harris project.



Resolved: That

- i. The provision of additional funding of £375,000 be agreed in principle as Lancashire County Council's contribution to the funding gap which has been identified due to rising costs associated with the project;
- ii. The Director of Corporate Services be authorised, in conjunction with the Director of Education, Culture and Skills, for the negotiation and approval of such legal agreements as are appropriate to secure Lancashire County Council's interest in the funding; and
- iii. The Director of Finance be authorised to clarify and determine the source of the funding, in consultation with the Cabinet Member for Resources, HR and Property (Deputy Leader).

19. Urgent Decisions taken by the Leader of the County Council and the relevant Cabinet Member(s)

The Leader reported the details of an urgent decision which had been taken on 28 November, i.e. after the agenda publication, setting out changes to Cabinet, Lead Member and Champion appointments which would take effect on 2 December. In doing so, the Leader thanked County Councillor Charlie Edwards for his work as Cabinet Member for Highways and Transport during the last 18 months. In reply, County Councillor Edwards wished County Councillor Rupert Swarbrick well in the role of Cabinet Member for Highways and Transport and thanked officers, in particular Phil Green and Phil Durnell, for their support during his time as Cabinet Member.

20. Urgent Business

There were no items of Urgent Business.

21. Date of Next Meeting

It was noted that the next meeting of Cabinet would be held at 2pm on Thursday, 19 January 2023 at County Hall, Preston.

22. Notice of Intention to Conduct Business in Private

Cabinet noted the Notice of Intention to Conduct Business in Private and that no representations had been received.

23. Exclusion of Press and Public

Resolved: That under Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting during consideration of the following item of business on the grounds that there would be a likely disclosure of exempt information as defined in the appropriate paragraph of Part I of Schedule 12A to the Local Government Act 1972.



24. Disposal of the Former Skerton High School, Lancaster

Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. The report contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Cabinet considered a report on the disposal of the former Skerton High School, Lancaster.

Resolved: That the recommendations as set out in the report, be approved.

25. Implementation Dates and Funding for the Migration to Oracle Cloud from the Current E-Business Suite Oracle Platform

Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. The report contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Cabinet considered a report on the implementation and funding for the migration to Oracle Cloud from the current e-business suite Oracle platform.

Resolved: That the recommendations as set out in the report, be approved.

26. Appendix 'A' of Item 9 - Submission of an Expression of Interest to the Youth Investment Fund

Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. Appendix 'A' contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Resolved: That, Appendix 'A' of Item 9 - Submission of an Expression of Interest to the Youth Investment Fund, be noted.

27. Appendix 'A' of Item 10 - A601(M) Maintenance Project

Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. Appendix 'A' contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.



Resolved: That, Appendix 'A' of Item 10 - A601(M) Maintenance Project, be noted.

Angie Ridgwell
Chief Executive

County Hall
Preston



Report to the Cabinet

Meeting to be held on Thursday, 19 January 2023

Report of the Chief Executive

Part I

Electoral Division affected:
(All Divisions);

Corporate Priorities:
N/A

Medium Term Financial Strategy 2023/24 - 2026/27 and Reserves - Quarter 3 Update

(Appendix 'A' refers)

Contact for further information:

Angie Ridgwell, Tel: (01772) 536260, Chief Executive,
angie.ridgwell@lancashire.gov.uk

Brief Summary

The Provisional Financial Settlement was announced on 19 December 2022 which provides local authorities with detailed allocations of funding for the next financial year. These figures are provisional until final confirmation is received in February 2023 following the outcome of the consultation process, although in previous years there has been very little change. The deadline for responses to the Provisional Finance Settlement is 16 January 2023 and a response is being drafted.

A revised medium-term financial strategy has been prepared as at Quarter 3 and includes all implications of the Provisional Settlement. At Cabinet in November the financial gap was reported for 2023/24 was forecast to be £19.951m in 2023/24 and £41.428m by 2026/27.

At Quarter 3 the forecast funding gap for 2023/24 is £7.736m, with an updated aggregated funding gap of £15.526m by 2026/27, which is a reduction of £25.901m from the previously reported medium-term financial strategy position in November. The improved position predominantly relates to the increased levels of funding received as part of the Provisional Financial Settlement and also the ability to increase council tax by an additional 2% in 2023/24 and 2024/25. The Quarter 3 medium-term financial strategy includes updated figures reflecting increasing levels of inflation and adjustments to demand levels representing the most recent data available.

Recommendation

Cabinet is asked to:

- (i) **Note** the revised funding gap of £15.526m covering the period 2023/24 to 2026/27 as set out in the revised financial outlook forecast for the council.
- (ii) **Approve** the budget adjustments for 2022/23, and following years' changes, included in the revised medium-term financial strategy.
- (iii) **Note** the contents of the county council's reserves position.

Detail

Appendix 'A' contains a detailed medium term financial strategy and reserves report.

The medium-term financial strategy would ordinarily have been included with the Quarter 2 Money Matters suite of reports to Cabinet in December. However, due to there being significant uncertainty at that time with regard to the impact of the Autumn Statement, this was delayed until the outcome of the Provisional Local Government Finance was known and incorporated. This updated position will form the basis of the next Money Matters reports, which also include the budget recommendations for the 2023/24 budget and will be considered by Cabinet on 2 February 2023.

Consultations

N/A

Implications:

Risk management

The county council's overall approach to managing financial risks continues to be to identify and acknowledge risks early and build their impact into financial plans while continuing to develop strategies which will minimise their impact. This approach operates in parallel with the identification and setting aside of sufficient resources to manage the financial impact of the change risks facing the organisation.

The financial risks and opportunities that could affect the position outlined in the report primarily cover the following areas. Many of these risks equally present opportunities:

Level of Future Resources from Central Government

Despite receiving the Provisional Settlement, which includes funding allocations for 2023/24 and gives some indications of funding levels for 2024/25, uncertainty and risk remains as to the 2025/26 and beyond allocations. At this stage there is no indication as to the quantum of funding, or the extent of the changes to the funding



formula. At this point in time there is insufficient detailed information regarding the changes to be certain of the funding assumptions within the medium-term financial strategy. As a result of these uncertainties various scenarios have been modelled, on the most likely funding scenario. Future funding levels could therefore be higher or lower than currently forecast.

Demand

There is continued pressure on the council's budget, particularly around adult and children's social care, and the most up to date demand forecasts have been included. Any increase in demand above the current forecast will add additional pressure to future years and conversely reductions in demand will create underspends.

Inflation

A significant level of additional resource has been included in the medium-term financial strategy, primarily on energy costs (although reducing inflation over the course of the medium-term financial strategy) and contractual price increases, particularly on social care where there are nationally recognised funding issues in the residential and domiciliary care markets. In addition, the medium-term financial strategy includes estimates of the cost of increases that would enable independent sector providers to meet the additional costs of the national living wage.

Delivery

The medium-term financial strategy assumes that all of the agreed savings including those delayed as a result of COVID-19 will be delivered in the period 2022/23 to 2024/25. There are also a significant number of other factors, both internal and external, which may impact upon delivery, and these will need to be clearly identified and either minimised or optimised as appropriate.

In addition, the medium-term financial strategy assumes that savings recently approved at Cabinet in November 2022 will also be delivered as per the profile agreed.

Legal

Matters referred to in this financial forecast will be subject to council consideration where appropriate.

List of Background Papers

Paper	Date	Contact/Tel
None		
Reason for inclusion in Part II, if appropriate		
N/A		

Money Matters
Financial Outlook for the County
Council
Medium Term Financial Strategy &
Reserves – Quarter 3 2022/23

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1. Executive summary

At Full Council in February 2022 the updated medium term financial strategy (MTFS) set out a forecast aggregated funding gap of £30.548m in 2023/24 and £41.349m by the end of the 3-year period (2022/23 – 2024/25). This reflected the ongoing and unprecedented uncertainty in relation to future local government funding and the financial impact of the COVID-19 emergency.

At Cabinet in September, an update was provided as at Quarter 1, with pressures increasing due to rising inflation and interest rates, growing demand and a higher than budgeted pay award. This resulted in an updated forecast financial gap of £87.054m for 2023/24 rising to c£160m by 2026/27.

To address the structural financial deficit significant work was undertaken by Directorates over the summer to identify financial savings and efficiencies. This resulted in a further report to Cabinet in November, focussed on reducing the structural deficit. The report included savings proposals, strategic targets, and additional income totalling c£118m overall which reduced the financial gap in 2023/24 to c£20m and £41m by 2026/27.

In November 2022 the Chancellor of the Exchequer delivered the Autumn Statement. This provided details of additional grants that would be distributed for social care and also indicated that councils would have the ability to increase council tax by higher levels. Whilst estimates could be made following the statement, until the Provisional Financial Settlement was received it was not possible to finalise a revised medium term financial strategy with confidence.

The Provisional Financial Settlement was announced on 19th December 2022. This contained detailed figures for additional social care funding and provided confirmation of the ability to increase council tax by 4.99% in 2023/24 and 2024/25 which includes a 2% adult social care precept that is ringfenced to adult social care. Some information was provided as to what it is expected that the additional funding would be spent on, however it is expected more information will become available in due course on any conditions and reporting requirements. The medium-term financial strategy reflects all the information provided in the Provisional Financial Settlement.

Whilst the Provisional Settlement aims to provide some certainty to councils over the next 2 years, this mainly relates to the confirmation of flexibility in the level of council tax increase rather than confirmation of grant values in 2024/25. In addition, there remains great uncertainty with regard to both the financial position and particularly funding levels from 2025/26 onwards, with some bodies referring to 2025/26 as a "cliff edge" for councils. The medium-term financial strategy at Quarter 3 makes the assumption that those grants provided in 2023/24 will continue over the lifetime of the strategy, whether that be as a specific grant or as part of a new funding formula.

This report provides an updated position covering the financial years 2023/24 – 2026/27. The forecast funding gap for 2023/24 is £7.736m, with an updated aggregated funding gap contained within the report of £15.526m by 2026/27 which is a reduction of £25.901m from the previously reported medium term financial strategy position in November. The improved position predominantly relates to the increased



levels of funding received as part of the Provisional Financial Settlement and also the ability to increase council tax in 2023/24 and 2024/25. The Quarter 3 MTFS includes updated figures reflecting increasing levels of inflation and adjustments to demand levels representing the most recent data available.

The value of the uncommitted transitional reserve is currently forecast to be sufficient to meet the forecast funding gap for the lifetime of the medium-term financial strategy. However, by identifying further savings and/or delivering savings earlier than currently planned we would seek to address the financial gap sooner and ensure reserves are maintained for further service transformation and improvement.



The table below provides a detailed analysis of movements between the previously reported financial gap and the revised financial gap:

Table 1 – Cumulative Medium Term Financial Strategy

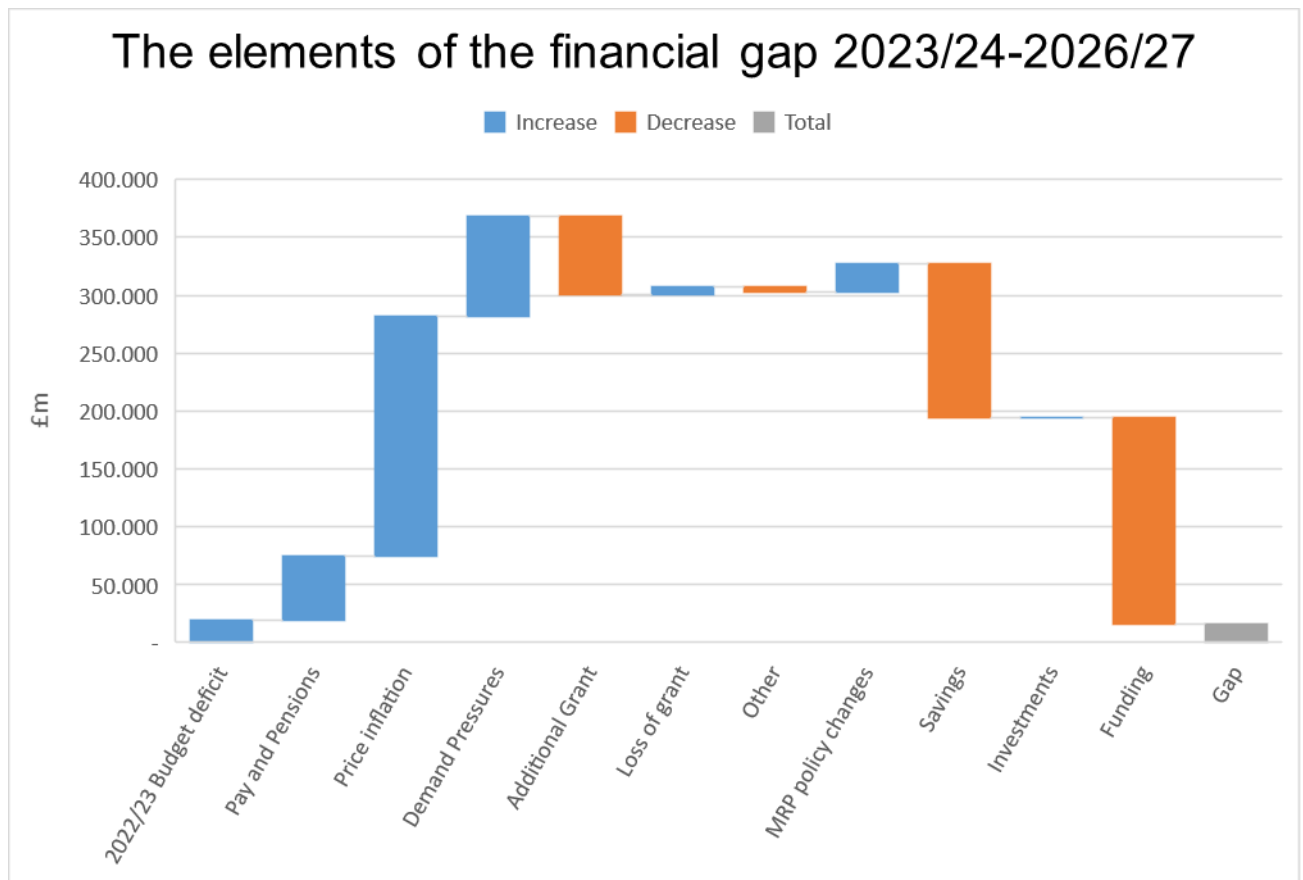
	2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m
Baseline expenditure	967	1,016	1,050	1,089
Pay	26	12	8	8
Price	83	39	49	36
Demand	42	16	14	14
Additional Grant	-20	-10	-41	0
Loss of Grant	7	0	0	0
Savings	-66	-23	-21	-10
Capital financing	-5	-2	-1	-1
Other	19	5	4	0
Budget requirement	1,044	1,081	1,093	1,142
Funding	1,036	1,097	1,090	1,127
Budget Gap – Quarter 3	8	-15	4	16

Table 2 – Quarter 2 Adjustments to Medium Term Financial Strategy

	2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m
Spending Gap as reported November Cabinet	19.951	22.322	30.300	41.428
Pay & Pensions	1.172	4.676	4.071	3.487
Inflation and Cost Changes	38.875	48.629	64.635	66.546
Service Demand and Volume Pressures	8.675	8.479	8.165	7.696
Other	4.867	-6.247	-6.215	-6.181
Additional Grant	-20.625	-20.562	-61.895	-61.895
Loss of Grant	6.691	6.691	6.691	6.691
Funding	-51.870	-79.110	-42.225	-42.246
Forecast Budget Gap – Quarter 3	7.736	-15.122	3.527	15.526



The graph below demonstrates the drivers that make up the changes in the financial deficit of £18.844m carried forward from 2022/23 to the cumulative position of £15.526m in the financial year 2026/27 shown in the table above:



2. Funding

As part of the Provisional Settlement, the government announced that details were provided for the next two years. Whilst this is the case for the additional flexibility on Council Tax increases, there was very little in terms of specific grant allocations for 2024/25, although estimates can be made of allocations using the same distribution formula being applied to funding streams in 2023/24. The key changes and assumptions are outlined below:

- Council tax increases of 4.99% have been applied to 2023/24 and 2024/25 onwards with 1.99% normal increase and 1% adult social care precept in 2025/26 and 2026/27. This is shown in the table below:

	Council tax increase (no referendum required)	Adult social care precept	Total council tax increase
2023/24	2.99%	2.00%	4.99%
2024/25	2.99%	2.00%	4.99%
2025/26	1.99%	1.00%	2.99%
2026/27	1.99%	1.00%	2.99%

- A 1.7% increase in council tax base has been assumed for each of the 4 years in the strategy.
- Council tax collection fund position is assumed to return to surplus in 2023/24, with a £5m surplus built into each year of the strategy.
- Business Rates Funding increased by CPI following Provisional Settlement with the increase shared across the top up grant and section 31 compensation grants. Assumed that this increase in funding is recurrent.
- Assumption that the new model for business rates is implemented in 2025/26, but currently assuming the impact is cost neutral, however this does include 0.5% growth in all future years.
- Revenue support grant increased at Quarter 3 due to CPI in the Provisional Settlement. It is assumed this will continue for the duration of this strategy with further inflationary increases applied in future years.
- Social care grant will continue for the duration of this strategy, including additional grant announced as part of Spending Review 2021 and the 2022/23 final settlement.
- Additional grants received for Social Care, including repurposed Adult Social Care reforms funding and new monies to support various aspects of Adults Social Care such as discharges and working with providers. Whilst additional funding is shown in the table below, there are offsetting costs included within the expenditure side of the medium-term financial strategy. It has been assumed that these grants are recurrent.
- Services Grant – reduction of c£5m in the Provisional Settlement. It has been assumed that this grant continues over the remainder of the strategy.



Table 3 reflects the updated funding position.

Table 3

	2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m
Revenue Support Grant	38.206	40.881	41.944	42.783
Business Rates	232.789	235.476	238.953	242.498
Council Tax	609.886	651.205	682.077	714.413
New Homes Bonus	1.482	0.782	0.000	0.000
Improved Better Care Fund	47.145	47.145	47.145	47.145
Social Care Support Grant	94.579	108.656	67.323	67.323
Collection Fund	5.000	5.000	5.000	5.000
Capital Receipts	0.000	0.000	0.000	0.000
Services Grant	7.360	7.360	7.360	7.360
Total	1036.447	1096.505	1089.802	1126.522
November Cabinet Funding Forecast	984.577	1017.395	1047.577	1084.276
Variance	51.870	79.110	42.225	42.246

2.1 Additional Funding Information

Council tax

As noted above, assumptions have been made in the medium-term financial strategy that take full advantage of the additional level of council tax that the county council has the ability to raise following the Provisional Settlement. It is assumed within the core spending power calculation undertaken by the Department for Levelling Up, Housing and Communities that councils will raise council tax by the maximum percentage permissible. However, the level of increase in council tax included as part of the budget for a financial year is ultimately a decision for Full Council to make each year when setting the budget. Any decisions not to increase council tax in line with the assumptions above would increase the financial gap; every 1% in council tax yields circa £6m.

The calculation of the council tax base position is particularly challenging as district councils need to assess the number of properties that can be taxed, the collection rate and the council tax support schemes that they offer. The County Council has very limited information about the tax base position looking forward and so has assumed, based on historical average increases, that tax base will increase by 1.7% per annum.



Business Rates

Business rates income is a significant portion of funding to local authorities. The baseline is an assessment of the business rate income required to meet service needs. For the county council, the amount we anticipate receiving from the business rates collected in the area is less than our assessed need and therefore we receive a top up grant. We continue to build in a small amount of growth into the medium term financial strategy for our local share at 0.5%.

As a result of the impact of COVID-19, the national review of business rates has been delayed and as part of the provisional settlement 2023/24 rates will effectively be a 'rollover' of 2022/23 – a continuation of the 50% scheme, with the 75% scheme unlikely to be in place before 2025/26.

The Provisional Settlement confirmed that business rates would be uplifted by CPI to reflect current inflation levels. This is applied across the top up grant and section 31 compensatory grants. This is an increase to the funding envelope of c£14m compared to the forecast in Quarter 1.

New Homes Bonus

The New Homes Bonus grant has been under review by the government for several years and consultations have taken place. The grant formally included legacy payments over 4 years, but these have previously been removed and the grant has gradually reduced. In the Provisional Settlement for 2023/24 the total national funding for this grant has reduced further, with the amount of funding provided to the county council being £1.482m (£0.147m lower than forecast previously).

As the future of this grant looks increasingly uncertain, as part of the medium-term financial strategy at Quarter 3 the grant has been further reduced in 2024/25 and an assumption made that New Homes Bonus no longer exists from 2025/26.

Services Grant

This grant was an additional grant provided in 2022/23, but it had been assumed that this would be recurrent. Included in the grant was funding to cover additional costs of employer's national insurance contributions following a change in policy. However, as this decision has been reversed the Autumn Statement indicated that the grant would be reduced to reflect that there were no longer the additional costs.

In the Provisional Settlement the Services Grant has reduced by £5.7m, which is higher than anticipated (£2m).

Social Care Grant

In 2022/23, a social care grant of £57.095m was allocated to the county council. The Provisional Settlement has confirmed that this amount will be provided again, although no inflation will be applied (as has been assumed in the Quarter 1 medium term financial strategy).

As part of the settlement, funding for the Independent Living Fund (ILF) of £5.5m has been included within the social care grant, which is the same value as the 2022/23 grant. This is a change in presentation of the grant, as previously it was accounted for as a service grant.



The final element of the Social Care Grant for 2023/24 relates to repurposed social care reforms funding. In the Autumn Statement it was announced that social care reforms were delayed for two years, but the funding would still be paid to councils. The Provisional Settlement also includes some funding that acts as an equalisation to reflect different councils' ability to generate differing levels of income through the adult social care precept. This has resulted in additional grant of c£32m, although there are offsetting costs contained within the expenditure sections of the medium-term financial strategy.

Capital Receipts

In April 2016, the government introduced the flexibility for capital receipts to be used to fund revenue expenditure that is designed to generate ongoing revenue savings or service improvements. This flexibility is currently available until 2024/25 following a further extension announcement. The medium-term financial strategy previously included £5m of income in 2023/24 and 2024/25. However, due to increased funding levels in 2023/24 following the Provisional Settlement, increased costs of borrowing and pressures on the capital programme, capital receipts will now be used to support capital schemes.



3. Net budget requirement

The medium-term financial strategy covers spending pressures including pay increases, contractual inflation, increased demand for services and the impact of previously agreed and new savings measures.

3.1 Pay and pensions

The medium-term financial strategy previously included significant changes in pay costs, as additional costs were included for the pay award, which was higher than previously budgeted.

The additional funding required in 2023/24 represents a "catch up" investment due to the higher than previously budgeted pay award and a 5% forecast increase in 2023/24. At Quarter 3, assumptions relating to pay have increased, with budget provision made for an increase of 5% in 2023/24, 3% in 2024/25 and 2% in both 2025/26 and 2026/27. This change in assumption was made based on consideration of benchmarking information provided from other county councils, although the actual pay award will be in line with the outcome of the annual National Joint Council pay negotiations.

At Quarter 3, there is a further significant adjustment, the majority of which relates to the change in policy from the Government in relation to national insurance contributions.

The table below presents the amounts built into the medium-term financial strategy for pay and pensions:

Table 4

	2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m	Total £m
Employee costs	31.238	14.167	10.242	10.244	65.891
Pay Income (Inflation)	-3.816	-1.605	-1.598	-1.608	8.627
Other pay related costs	-1.146	-0.224	-0.228	-0.232	-1.830
Revised pay and pension requirements	26.276	12.337	8.416	8.404	55.433
November Cabinet MTFS	25.104	8.834	9.021	8.988	51.947
Variance	1.172	3.504	-0.605	-0.583	3.487



3.2 Price inflation and cost changes

Contractual price increases represent a significant cost pressure to the county council. The assumptions have been subject to regular review by services.

The largest part of the inflationary calculations relates to Adult Social Care and reflect the impact of forecast increases in the national living wage and the consumer price index on the cost of services that are commissioned from external providers. At Quarter 3 there is an increase of £58m for Adult Services price impacted costs (over the next 4 years). This includes an additional £41m to introduce social care reforms and is offset by the same amount in additional funding. A further £8.9m is included in 23/24 to reflect the additional cost of the national living wage following the Autumn Statement where an increase rate was announced. In addition, a further £3m has been included in 2023/24 to reflect increasing inflation levels and a further £1.5m in each of the next 3 years.

Other service areas have seen increase budget requirements because of inflationary pressures such as children's social care (c£3.8m), transport services (c£1.9m), highways (£0.5m) digital services (£0.3m) and premises budgets (£0.6m). The highest inflationary pressures in percentage terms are on energy costs with forecast increases in 2023/24 of 66.3% on electricity and 224.6% on gas based on industry forecasts, which we are currently assuming return to more normal levels of inflation from 2024/25.

Waste Management inflation costs have a net increase of £0.9m over the next 4 years. There are several reasons for the changes to the waste inflation forecast:

- Confirmation of price for landfill tax received and this is lower than anticipated.
- Increased inflationary pressures.
- Increased costs included relating to waste strategy implementation post 2025/26 with ramp up costs included in 2023/24 and 2024/25 and reduced costs included from 2025/26 when the landfill contract ceases.

The updated inflationary pressures are analysed across the authority as per Table 5:

Table 5

	2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m	Total £m
Adults Services	50.167	33.185	45.038	26.890	155.280
Children's Services	9.034	3.701	2.955	3.050	18.740
Waste Services	7.725	4.387	-2.353	2.775	12.534
Transport Services	5.342	1.801	1.712	1.781	10.636
Other Services	10.355	-4.454	2.095	1.979	9.976
Revised Demand Requirements	82.623	38.620	49.447	36.475	207.166
November Cabinet MTFS	43.748	28.866	33.441	34.564	140.619
Variance	38.875	9.754	16.006	1.911	66.546



3.3 Demand pressures

All services have reviewed the demand pressures they face in future years and increasing demand remains a significant element of the funding gap.

Table 6

	2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m	Total £m
Adults Services	24.452	11.320	11.320	11.850	58.942
Children's Services	16.494	4.210	1.507	1.558	23.769
Waste Services	-0.890	0.000	0.000	0.000	-0.890
Transport Services	1.173	0.489	0.552	0.620	2.834
Other Services	1.218	0.133	0.135	0.137	1.623
Revised price inflation requirements	42.447	16.152	13.514	14.165	86.278
November Cabinet MTFS	33.772	16.348	13.828	14.634	78.582
Variance	8.675	-0.196	-0.314	-0.469	7.696

Adult social care represents a large proportion of the demand pressures. Adult social care has long seen annual increases in the demand for services and the medium-term financial strategy attempts to predict growth in future years largely based on reviewing current and past activity trends and also taking into account future population changes, particularly with regard to the ageing population. From a social care perspective demand covers both increasing numbers of people eligible for support and the increasing complexity of those cases. The level of demand included for this service area for the next four years to 2026/27 is £58.942m. At Quarter 3 an increase of £12m has been included to reflect additional costs that are being incurred relating to discharges from hospitals. As part of Provisional Settlement additional funding was provided to offset some of these costs. This will continue to be monitored and figures may be updated in future medium term financial strategy reports.

Children's social care continues to experience demand pressures across the service, particularly in relation to placement demand due to the number of looked after children in Lancashire and the type of service provision. In previous reports increased levels of growth have been included for the service, however at Quarter 3 a slight decrease has been included to reflect reduced numbers of children looked after in recent months. As part of the review undertaken at Quarter 3, demand forecasts have been reduced across placement costs for children with disabilities. Overall, this has resulted in a reduction in the medium-term financial strategy of £3.6m over the next 4 years. However, despite this reduction there are still significant levels of demand growth built into future year's budgets, with c£18m built in for 2023/24. Our assumptions are based on the 3-month average demand for placements in 2022/23, with the medium-term financial strategy reflecting broadly half this demand in 2023/24 and no additional demand in future financial years. This is a highly volatile area, where children looked



after numbers and their annualised costs (used to help model future year requirements) can significantly change month on month.

3.4 Other

The adjustment in this section of the medium-term financial strategy mainly relates to increases in the cost of borrowing for the capital programme reflecting forecast interest rate changes. We have assumed that costs will increase by a further 1% compared to those forecast in Quarter 1, resulting in an additional £5m cost pressure from 2023/24 and then holding at this level over the remainder of the strategy.

3.5 Additional Grant

The additional grants included in this section are as follows:

	2023/24	2024/25	2025/26	2026/27
Market Sustainability and Fair Cost of Care Fund	-12.922	-6.507	0.000	0.000
BCF Discharge Fund	-7.703	-4.605	0.000	0.000
Social Care Reforms*	0.000	0.000	-41.333	0.000
Total Additional Grant	-20.625	-11.112	-41.333	0.000

**Transfer from core funding in MTFS to become a service grant*

Additional costs associated with the additional funding outlined above are included in price and demand sections of the medium-term financial strategy.

3.6 Loss of Grant

This adjustment relates to the loss of the school brokering grant (£1.175m) and the transfer of the Independent Living Fund Grant from a service grant (£35.5m) to being included within the Social Care Grant (as outlined in the Provisional Settlement).



4. Reserves

Table 7

Reserve Name	Opening balance 2022/23	2022/23 Expenditure	2022/23 Closing Balance	2023/24 Forecast Exp	2024/25 Forecast Exp	2025/26 Forecast Exp	Forecast closing balance 31 March 2026
	£m	£m	£m	£m	£m	£m	£m
County Fund	-23.437	0.000	-23.437	0.000	0.000	0.000	-23.437
SUB TOTAL - COUNTY FUND	-23.437	0.000	-23.437	0.000	0.000	0.000	-23.437
Strategic Investment Reserve	-4.192	0.244	-3.948	0.473	0.047	0.000	-3.428
COVID-19 Reserve	-11.048	5.145	-5.903	2.391	0.626	0.913	-1.973
Downsizing Reserve	-5.454	1.410	-4.044	2.022	2.022	0.000	0.000
Risk Management Reserve	-4.276	1.128	-3.148	-2.454	0.145	0.000	-5.457
Transitional Reserve	-215.777	27.244	-188.533	4.811	3.333	0.000	-180.389
Business Rates Volatility Reserve	-5.000	0.000	-5.000	0.000	0.000	0.000	-5.000
Service Reserves	-108.745	36.978	-71.767	25.864	16.278	8.428	-21.197
Treasury Management Valuation Reserve	-36.317	0.000	-36.317	0.000	0.000	0.000	-36.317
Treasury Management Reserve	0.000	0.000	0.000	0.000	0.000	0.000	0.000
SUB TOTAL - LCC RESERVES	-390.809	72.149	-318.660	33.107	22.451	9.341	-253.761
Non-LCC Service Reserves	-17.065	0.314	-16.751	3.256	0.551	0.149	-12.795
SUB TOTAL - NON LCC RESERVES	-17.065	0.314	-16.751	3.256	0.551	0.149	-12.795
GRAND TOTAL	-431.311	72.463	-358.848	36.363	23.002	9.490	-289.993



The County Fund shown at the top of Table 7 is the balance set aside to cover the authority against a serious emergency situation (e.g., widespread flooding); a critical and unexpected loss of income to the authority and for general cash flow purposes. In considering these various factors the county council is forecast to maintain its County Fund balance at £23.437m, equating to circa 2.4% of net budget.

The value of the uncommitted transitional reserve is currently forecast to be £188.533m by the end of March 2023 but this will also be impacted directly by the value of any final over or underspend for the current financial year.

The value of the uncommitted transitional reserve is currently forecast to be sufficient to meet the forecast funding gap for the lifetime of the medium-term financial strategy, as shown in Table 8. However, by identifying further savings and/or delivering savings earlier than currently planned we would seek to address the financial gap sooner and ensure reserves are maintained for further service transformation and improvement.

Table 8

	2023/24	2024/25	2025/26	2026/27
	£m	£m	£m	£m
Opening Balance	191.093	178.546	190.335	186.808
Gap funding	7.736	-15.122	3.527	15.526
Commitments	4.811	3.333	0.000	
Closing balance	178.546	190.335	186.808	171.282



5. Future risks and opportunities

The following are key future risks, the full impact of which is not known at this stage:

5.1 The financial impacts of the ongoing COVID-19 response

Many of the immediate and direct effects of the COVID-19 pandemic are now largely concluded and there is no additional funding being provided to councils currently with regard to the impact of Covid in the current financial year or going forwards. However, both Adults and Childrens have experienced additional demands following the pandemic which are continuing.

5.2 Savings delivery

The medium-term financial strategy assumes that all previously agreed savings are fully delivered. The scale of savings agreed to be delivered over future financial years remains significant with c£30m budgeted to be delivered in 2022/23 and a further c£18m in later years. This is a combination of savings that were planned to be delivered in earlier years and were delayed due to the pandemic, and the budgeted savings that were reprofiled (but are still to be delivered) from the budget in 2022/23.

In addition, a further c£86m of additional savings proposals in November and strategic targets of £32m were agreed by Cabinet to form part of the budget proposals for 2023/24.

There are inherent risks in the delivery of any savings programme of this scale, particularly where they are directly linked to reducing the future demand for services. However, we have a strong track record of delivery of our saving plans and there are comprehensive arrangements in place to track delivery and take corrective actions where required.

5.3 Further savings identification and delivery

Although further savings proposals were brought forward to Cabinet in November, there remains a financial gap. In order to achieve a balanced budget position various other workstreams are in progress to identify and secure further savings. We expect the gap to reduce as we secure better data to drive our ambition and confidence in the strategic targets set.

As a county council we regularly compare ourselves through benchmarking to other local authorities, particularly county councils. The data suggests that despite the savings proposals put forward in this report, in some service areas we remain high cost. Although there are always some limitations to benchmarking data, it is a good indicator of how we are performing in comparison to other county councils, therefore this data, along with other intelligence and evidence, will be used to set further targets for Directorates, with the target being to provide services at, or below, the unit cost of the median county council for each service area.

In addition, a further workstream that is looking to generate further savings/income relates to commercialisation. Work is ongoing to explore the potential of our existing companies to yield better returns or move into the private sector. All fees and charges



are being reviewed and benchmarked to ensure we remain aligned to our markets. We will also review and identify opportunities to generate more income including offering best practice services to a wider market. All traded activities need to demonstrate appropriate returns and manage risk as set out in the commercial blueprint approved by Cabinet.

5.4 Funding

As previously explained, the future funding arrangements to be established by government pose a potential risk to the council. It is not expected that the new arrangements will come into place until 2025/26, a further delay to the previously extended delay, although we await final confirmation of this from the Government.

Changes to the funding formula for Local Government have been delayed for several years, with the earliest opportunity for implementation being 2025/26. The outcome from the review could increase or reduce funding compared to those values included in the medium-term financial strategy. At this stage we have received no intelligence from supporting professional bodies that would support different assumptions being included in the forecast.

The medium-term financial strategy includes additional funding announced in the Provisional Settlement relating to adult social care with some additional offsetting expenditure. At this stage the full detail of expectations and conditions of this funding are not known, there is therefore a risk that additional expenditure may be incurred, or some funding held back should require improvement in, for example, hospital discharge activity not be achieved, in order to meet the grant conditions.

The Provisional Settlement provides details primarily of funding for 2023/24, and a small amount of information about 2024/25 (however grant values can be estimated based on 2023/24 allocations). There is very little information available for 2025/26, therefore multiple assumptions have been made which could be correct or prove to be wrong. The most significant is that in general we have assumed all grants received are recurrent, including those that have most recently been announced.

5.5 Children's social care

Children's social care demand levels are forecast to continue to increase and are increasing nationally, particularly within agency residential placements, agency fostering placements and also special guardianship orders. The assumption included in the demand calculation is half of the current 3-month average and then in future years no additional demand is currently included.

As has been reported in money matters reports over the past few years, there has always been an anticipation that the level of demand could increase due to the impact of latent demand that had not previously presented itself due to the pandemic.

5.6 High Needs Block

The High Needs Block is forecast to have significant pressures over coming years, with the Education and Children's Directorate reviewing models and services covered by this funding. There are pressures nationally in this area and we are better placed than many other councils through the creation of the High Needs Block reserve which allows time for more strategic and sustainable mitigations to be put in place.



Therefore, there are no additional pressures in relation to this area included currently within the current medium-term financial strategy.

5.7 Adult Social Care

In Adult Social Care there are planned reforms relating to a cap on service user contributions and changes to contribution thresholds along with the fair cost of care exercise. The reforms have however been delayed until 2025/26, but the funding allocated will still be distributed to authorities as part of the Social Care Grant and is not ringfenced. From 2025/26 onwards, the core assumption within the medium-term financial strategy remains that the additional cost of these changes will be fully offset from additional government funding being provided.

In addition, the medium-term financial strategy contains assumptions across services for funding growth, demand, inflation and pay levels. The table below shows the impact of an increase or decrease of 1% over these key elements of the projected budget requirement.

	Potential Full - Year Impact (£m)
Funding - Council Tax (1%)	+/- 5.983
Pay (1%)	+/- 4.408
Price Inflation (1%)	+/- 8.161
Demand (1%)	+/- 5.546
Interest on borrowing (1%)	+/- 5.000



Report to the Cabinet

Meeting to be held on Thursday, 19 January 2023

Report of the Director of Finance

Part I

Electoral Division affected:
(All Divisions);

Corporate Priorities:
Caring for the vulnerable;
Delivering better services;

Procurement Report

(Appendices 'A' - 'E' refer)

Contact for further information:

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Brief Summary

In line with the county council's procurement rules, this report sets out a recommendation to approve the commencement of the following procurement exercises:

- (i) Living Well at Home (formerly referred to as Home Care and Intermediate Care)
- (ii) Provision of Technology Enabled Care Service
- (iii) Provision of Mental Health Rehabilitation Service
- (iv) Smokefree Lancashire – Tobacco Dependency Service
- (v) A601(M) Maintenance Project.

This is deemed to be a Key Decision and the requirements of Standing Order C19 have been complied with.

Recommendation

Cabinet is asked to:

- (i) Approve the commencement of the procurement exercises as set out in Appendix 'A' and

- (ii) Authorise the Executive Director of Adult Services and Health & Wellbeing, in consultation with the Director of Finance and the Director of Corporate Services, to approve the amendment of the appropriate tender details, as set out in Appendices 'B' - 'E', for the inclusion of Health partners and Blackburn with Darwen Council for (i) Living Well at Home and (ii) Technology Enabled Care Service on receipt of their confirmation in January 2023.

Detail

Appendix 'A' sets out the detail of the procurement exercises and the basis upon which it is proposed to carry out the process including:

- The description of the service
- The procurement route proposed
- The estimated contract value
- The proposed basis for the evaluation of the tender submissions

In respect of the Living Well at Home procurement exercise additional documentation is included at Appendices 'B' - 'E' to provide more detailed information to support the proposed approach of this significant procurement exercise. This information is deemed to be confidential for the reasons set out below and consequently these appendices are deemed to be Part II and exempt from publication.

Where approval has been received from Cabinet to undertake a tender process which is deemed to be a Key Decision, the subsequent award of the contract on the satisfactory completion of the tender exercise shall not be deemed to be a Key Decision and can be approved by the relevant head of service or director.

On conclusion of the procurement exercise, the award of the contract shall be made under the county council's scheme of delegation to heads of service and in accordance with the council's procurement rules.

Consultations

Relevant heads of service and key operational staff have been consulted in drawing up the proposals contained within this report.

Implications:

This item has the following implications, as indicated:

Financial

The estimated value of the contracts will be contained within the funding arrangements as set out in Appendix 'A'. If significant variations should result from this position a further report to cabinet will be required.



List of Background Papers

Paper	Date	Contact/Tel
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None

Reason for inclusion in Part II, if appropriate

Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. Appendices 'B' - 'E' contain information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.



Procurement Title

Living Well at Home (Pseudo Dynamic Purchasing System)

Procurement Option

The proposal is for the county council to procure a Pseudo Dynamic Purchasing System (PDPS) which, based on a robust selection criterion, establishes a list of approved providers for the Living Well at Home Service.

Accepted providers will be awarded a place on the PDPS in Lots according to the services they offer. The PDPS will remain open for providers to apply to join at regular intervals throughout its lifetime.

New or Existing Provision

Existing - Current contracts:

- Intermediate Care (Reablement and Crisis) expire on 26/07/2024 and 09/08/2023.
- Hospital Aftercare expires on 30/04/2023
- Homecare Framework expires on 12/11/2023
- Roving Nights expires on 30/09/2025
- Extra Care Services with various expiry dates.

All current services in place will transfer to the successful providers over a phased transition period.

Estimated Contract Value and Funding Arrangements

The annual spend in the first year of the PDPS where all services are in place is estimated at £145m (year end 2025). The total spend over the 12 years of the PDPS is likely to be in the order of £3.2b. The potential maximum value has been calculated taking into account factors for the increasing demand for the services, in addition to inflation and National Living Wage rises. (Appendix D includes the full analysis Part II). The commissioning of services through the PDPS will be required to remain within the allocated annual revenue budget across the life of the arrangement.

Lot	Current annual value	Estimated value	Maximum value
Intermediate Care (including Roving Nights)	£12.45m		£515m
Homecare	£87.0m		£2,223b
Non-regulated services	£1.4m		£430m

Discussions are ongoing with Integrated Care Board (ICB) colleagues who have indicated that they wish to be included in this procurement. Similar discussions are ongoing regarding Blackburn with Darwen Council being able to call off the PDPS. Confirmation of the position from both partners will only be possible in January 2023.

Cabinet is asked to approve the delegated authority to the Executive Director of Adult Services and Health & Wellbeing to include Health partners and Blackburn with Darwen Council within this arrangement, including updated volumes and contract

value and the appropriate legal arrangement to be put in place once a formal decision is made. If no formal decision is made in January 2023, the county council will proceed with the procurement for Lancashire only.

Contract Duration

The Living Well at Home PDPS will be in place for an initial period of 4 years, with the option to extend twice in increments of 4 year extensions each time (a total contract length of 12 years).

Service contracts awarded as call-off contracts from the PDPS will be both spot and block contracts and can continue beyond the PDPS, ending as defined by service user needs. There will be initial periods, break points and potential extensions configured to balance stability of care and to manage performance.

Lotting

The agreement will have several lots (categories) which have been defined by the service areas covered by the agreement. These lots are:

1. Intermediate Care Services
2. Homecare Services
3. Non-regulated Services

Evaluation

Acceptance onto the PDPS will be based on the published evaluation criteria and will include:

- Standard procurement criteria that will run throughout all services/lots on the PDPS such as business standing, financial standing, technical and professional ability.
- Lot specific selection criteria focussing upon service specific requirements such as regulatory registration and rating where applicable and service specific past experience to assess capability.
- Larger number of providers would be evaluated and awarded a place on the Living Well at Home PDPS 'waiting room' which we would then call-off to meet the specific service requirements when needed.
- Call-off contracts will be awarded via many methods including further competition or in limited circumstances via direct award (for specific service/package requirements or where a statutory duty requires it). The decision to award will be based on the published criteria.

Contract Detail

The county council is proposing to establish a Pseudo Dynamic Purchasing System (PDPS), "the Living Well at Home PDPS" to enable the purchase of various services for adult service users.

The aim of the Living Well at Home PDPS is to support the delivery of the county council's vision to enable people to live as independently and healthily as possible. It will provide service users and their carers with the right level of care and support with prevention, early intervention, and the promotion of independence.

A PDPS offers the most flexible procurement solution for the provision of care and support as it allows for the admission of new and / or specialist providers to the system as the market develops, or users' needs change but still provides for standardised Terms and Conditions across all Providers. Additionally, it enables qualitative entry requirements, and supports the use of a more managed pricing structure while still allowing a competitive bidding process for the call-off process where appropriate.

In accordance with the Public Contract Regulations 2015, the county council is opting for a PDPS, to accommodate alternative rules from a standard Dynamic Purchasing System. By using the Light Touch Regime, the county council can more flexibly meet its requirements under the Care Act 2014 such as user choice and rights of service users.

Provider market engagement and stakeholder engagement has taken place; however, a planned periodical market engagement timetable needs to be created and maintained to ensure compliance with the new solution.

Details regarding reopening and evaluation of new applications to the Living Well at Home PDPS known as Rounds will be carried out periodically.

The PDPS will be used to commission the following Services:

Lot1: Intermediate Care Services

Intermediate Care

The new Intermediate Care Service will have two component parts as these focus on the needs of the person at that point in time and may require a different approach dependent upon whether the person is in urgent need or whether there is time to plan the provision and support required. This service will encompass the current Reablement and Crisis Services under one Lot of the PDPS. For the purposes of this report, this Lot will also include the Roving Nights Service.

Lot 2: Home Care Services

Homecare is the delivery of a range of personal care and support services to individuals in their own homes, comprising of personal care and support services provided in response to the assessed needs of an individual.

Lot 3: Non-regulated Services

The county council currently offers a number of non-regulated supports which are all contracted separately. A more efficient way of contracting such supports would be via the production of a Non-Regulated lot within the PDPS which would provide a more flexible approach to procuring these services, over a longer period of time.

It is anticipated that the lot for non-regulated support will initially focus on four service areas but will expand to include further services:

1. Hospital Aftercare
2. Home Help
3. Learning Disability/Mental Health support
4. Support Services

Hospital Aftercare – Short Term Support Service at Home

The PDPS will initially concentrate on the procurement of the Hospital Aftercare service from this Non-Regulated lot, and work will continue to establish what other services could be commissioned under this lot and how they might be delivered.

The county council will be strongly endorsing providers to take account of the implementation of the Foundation Living Wage (FLW) on all lots where relevant.

Admission onto the Living Well at PDPS

There will be a published staged evaluation process to gain entry on to the Living Well at Home PDPS.

There will be clear minimum criteria involving mandatory county council and public procurement exclusion criteria applied at stage 1 (entry onto the PDPS).

There will be a further evaluation criterion focused on individual lot requirements, this will include regulator registration (CQC) and a minimum rating of 'Good'/'Outstanding' as applicable for regulated lots (Homecare and Intermediate Care Services) and/or an assessment of past experience of delivering a similar service (those whose ratings drop to 'Requires Improvement' after successfully getting on to the PDPS, will have commissioning activity suspended pending improvements being made).'

Applicants who pass the above criteria will be added to the relevant lot of the approved list of Living Well at Home providers and will have the opportunity to bid to deliver services during Stage 2 (the call-off stage).

Price

Lot 1: Intermediate Care Services

Please see attached Appendix B Intermediate Care Pricing Options paper (Part II).

Applicants will be required to submit a price for the required services at call off which will be evaluated and awarded in accordance with the published award criteria.

Lot 2: Homecare Services

Please see attached Appendix C Homecare Pricing Options paper (Part II).

When applying to be on the PDPS, applicants will agree to deliver the required services at an hourly rate set by the county council.

Lot 3: Non-regulated Services

Please see attached Appendix B Non-Regulated Services Pricing Options paper (Part II).

Applicants will be required to submit a price for the required services at call-off which will be evaluated and awarded in accordance with the published award criteria.

Pricing and terms and conditions will be reviewed annually to ensure they remain fit for purpose or following any legislative changes necessitating a need to review and / or revise the PDPS arrangements.

Awarding Services from the PDPS (stage 2 call-off stage)

Services will be commissioned in several ways; this may be arranged on an individual service user basis (spot basis), on a block purchasing basis (purchase a volume of services or hours at once).

The method of awarding the service/contract at the 'call-off' stage may be done in a number of pre-determined ways and a schedule of proposed 'call-off' processes will be published.

All services within the scope of this PDPS will be commissioned via the PDPS providers, commissioning outside of the PDPS will only be permitted in exceptional circumstances which is to be determined prior to publication.

Benefits / savings

There are no cashable savings identified for this contract, however the use of the PDPS will support the achievement of identified savings for other Adult Services projects. Non-cashable savings for the PDPS will include :

1. Improved quality of care,
2. Greater levels of user choice,
3. A more stable market,
4. Reduces the need for very expensive off-framework placements

Required Contract Extensions

The below contracts have been identified as requiring extension to bring them in line with the PDPS (See Appendix E Contract Extensions). Cabinet is asked to approve the below extensions.

<u>Contract</u>	<u>Start</u>	<u>End</u>	<u>Current Annual Contract Value</u>

Crisis Central	09/08/2017	08/08/2023	£2,500,000
Crisis East	26/07/2017	25/07/2023	£1,310,000
Hospital Aftercare Central & North	01/05/2018	30/04/2023	£1,400,000

Procurement Title

Provision of Technology Enabled Care Service (TEC)

Procurement Option

Open competitive procedure.

Procurement of a single provider or consortium to deliver the required services. Lancashire County Council (the Authority) wish to procure the TEC Service which will establish an all age, integrated telecare, telehealth, remote health monitoring, falls lifting service and intelligent medication monitoring (universal) service

Discussions are ongoing with Integrated Care Board (ICB) colleagues who have indicated that they wish to be included in this procurement. Confirmation of this position will only be possible in January 2023. Cabinet is asked to approve the delegated authority to the Executive Director of Adult Services and Health & Wellbeing to include Health partners within this arrangement, including updated volumes and contract value and the appropriate legal arrangement to be put in place once a formal decision is made by the ICB.

New or Existing Provision

Existing Telecare Service contract will expire on 31st October 2023.

Existing Integrated Home Response and Falls Lifting Service will expire 31st March 2023, the intention is to extend the falls contract till 31st October 2023 to align with the commencement of the new Technology Enable Care Service.

Estimated Contract Value and Funding Arrangements

The Authority's total estimated value for telecare service is expected to rise and is likely to be in the order of £3m - £8m per annum (estimated £21m-56m for 7 years) and is funded through the Better Care Fund.

The above figures are estimates, as the Authority moves from a free service for clients to a chargeable service on 1st January 2023. Although at present there are 16,626 service users in receipt of this service, it is assumed that there will be a 30 – 50% reduction due to the introduction of charges (based on the experiences in Trafford and Birmingham respectively). It is estimated that a reduced number of 9,600 users (40% reduction) will opt into the new chargeable Technology Enabled Care Service.

As stated above discussions are ongoing with Integrated Care Board (ICB) colleagues who have indicated that they wish to be included in this procurement. Confirmation of this position will only be possible in January 2023. Cabinet is asked to approve the delegated authority to the Executive Director of Adult Services and Health & Wellbeing to include Health partners within this arrangement, including updated volumes and contract value and the appropriate legal arrangement to be put in place once a formal decision is made by the ICB.

Contract Duration

It is intended that the contract will remain in effect for 5 years as an initial period and will include break points, there will also be potential extensions of up to a maximum of 2 years.

Lotting

This Service will be procured as one combined Service, lotting is not applicable. Interested suppliers may bid in any, or as many bidding model(s) as they wish, this can include as an individual organisation, consortia or subcontracting arrangement.

Evaluation

Quality Criteria 60%	Financial Criteria 40%
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Social Value will account for 10% of the quality criteria. The objectives will be focused on promoting equity and fairness and will require the Provider to ensure people, irrespective of illness, disability or age, are supported to:

- Improve their physical and mental health;
- Support families and carers in their choice of health and social care to help them maintain their independence; and
- Protect our most vulnerable children and adults from avoidable harm.

Contract Detail

Telecare is an important means by which people can be supported to live independently in their own homes in lieu of traditional care support (such as care at home). Work is underway to develop our traditional analogue service into a digital technology enabled care (TEC) offer that will become all age, preventive, proactive and fully integrated with remote health monitoring and electronic care records.

The world in which we operate has changed significantly since the service was first commissioned in 2015 and Lancashire County Council (The Authority) intends to transform its traditional analogue telecare service into a TEC Service, fit for the digital future. It is an ambitious commission that will introduce new and innovative technologies and digital approaches which enhance the experience and the outcomes for our service users. Moving from analogue to digital TEC is much more than a simple replacement, it is an opportunity for a fundamental redesign of our existing telecare offer.

Our current telecare service acts as a reactive alarm response service to over 16,000 older people, with limited integration to other health and social care services. This commission will significantly widen the scope of this service.

The new service will be an integrated telecare, telehealth, remote health monitoring, falls lifting and intelligent medication monitoring service. The Authority will lead the procurement and the intention is for ICB will have access to the service delivered by the contracted provider.

It is an exciting commission that will see the development of a service that monitors our resident's environment, their behaviour, falls and physiology through

one alarm receiving centre, and provide both a clinical and non-clinical support offer when the technology indicates a problem.

As the Authority moves from a free service for clients to one that is chargeable, it is assumed that there will be a 30 – 50% reduction in the number of people using the service (based on the experiences in Trafford and Birmingham respectively). It is estimated that a reduced number of 9,600 users (40% reduction) will opt into the new tiered service. Based on the current weekly service cost of £6.58 per service user, the anticipated savings are anticipated to be £3.7million each year.

Two key objectives of introducing a charge are to recover closer to the actual costs of providing the service and to give service users a choice of service levels appropriate to their personal needs. The new TEC offer will be based on a new three-tiered model allowing users a choice of service and associated weekly cost.

It is intended that the new service will commence on 1st November 2023.

Procurement Title

Contract for the Provision of Mental Health Rehabilitation Service

Procurement Option

Above Threshold - Open Tender Procedure compliant with the Public Contracts Regulations 2015

New or Existing Provision

Mental Health Rehabilitation is an existing service currently being delivered within supported living, residential and nursing placements under a framework agreement which ended on 30th November 2022. This procurement is for continuation of elements of the service in new bespoke supported living settings.

- New accommodation, sourced by the Positive Living Outcomes Team and service provision due summer 2023.
- This gap in service provision was approved by the relevant Head of Service in order to allow an effective review of the future arrangements.

Estimated Contract Value and Funding Arrangements

- Level of Current Spending on Mental Health Rehab. (Gross, excl. Health Income) £2.5m per annum
- Estimated Annual Contract Value: £1.74m per annum, based on an estimated average cost of £60,000 per year for a placement multiplied by a total capacity of 29 placements, leaving sufficient budget within current financial envelope.
- Estimated Total Contract Value: £13.9m over recommended 8yr contract period)
- Funding arrangements: Funding split 50/50 with the Integrated Care Board*

*Informal arrangement in place to simplify the 'who pays' arrangements of determining liability for payment following assessment under section 117 *MHA 1983)

Contract Duration

An initial period of 3 years with an option to extend the contract beyond the initial term for any period(s) up to a maximum of a further 5 years.

Lotting

3 Mental Health Rehabilitation Services specific buildings with a total capacity for 29 placements:

Lot 1 – Mental Health Rehabilitation Services – Preston. Capacity: **5 placements**

Lot 2 – Mental Health Rehabilitation Services – Burnley. Capacity: **12 placements**

Lot 3 – Mental Health Rehabilitation Services – Heysham. Capacity: **12 placements**

The tender documents will set out what restrictions will be placed on the number of lots for which a single provider can bid.

Evaluation

Quality Criteria 60%

Financial Criteria 40%

Of which Social Value referred to in the Service Specification will form 10% of the quality criteria and will focus on recruiting from the local community and supporting the local economy.

Contract Detail

Mental Health Rehabilitation Services is an intermediate short-term service of up to 2 years, for adults with needs in relation to their mental health. The focus of the Service will be firmly on promoting rehabilitation and recovery in a supported housing setting. It will provide specialist time-limited support, which will lead to individuals making choices, taking control, progressing to independent living, social inclusion and wellbeing. The Mental Health Rehabilitation Service is a cost-effective and 'least restrictive' way of reducing hospital stays, avoiding admissions to mental health wards and reducing residential and nursing placements. This will support people to live more independently in the community to aid recovery and support community participation.

The service will be provided to people with care and support needs who:

- Meet the national eligibility threshold for care and support as set out in the Care and Support (Eligibility Criteria) Regulations 2014 for the Care Act 2014; and where the health and social care needs are best met by mental health rehabilitation; and
- Are deemed to be ordinarily resident within the administrative area of Lancashire County Council.

Proposed approach

- Initial capacity for up to 29 placements in Lancashire. Demand will be monitored* and should the budget allow, approval for further capacity may be sought.
- Tenderers will submit a single rate to cover Background support, 1 to 1 hours, Waking Nights, and a sleep-in rate.

***A Housing Needs Assessment (Housing LIN) was undertaken which forecast a need for 57 placements for Mental Health Rehabilitation.**

Procurement Title Smokefree Lancashire – Tobacco Dependency Service	
Procurement Option Open Tender	
New or Existing Provision Existing Provision	
Estimated Contract Value and Funding Arrangements The contract per annum is £2,360,997 per annum (£1,561,222 service delivery and £799,115 treatment). The contract overall value is £16,526,979 (£2,360,997 x 7 years)	
Contract Duration Initial period of 3 years with 2 extensions of 2 years each Total duration including extensions – 7 years This will align with Smokefree 2030.	
Lotting There will be no lotting for this contract. A previous decision was made to amalgamate the service into one Lancashire wide contract to make efficiencies.	
Evaluation	
Quality Criteria 70% Social Value 10%	Financial Criteria 20%
<p>Quality is weighted at 70% as the price to deliver the services is more or less known – it is not anticipated that cost will be a determining factor.</p> <p>As this commission involves a system wide service that will be required to integrate with wider partners, including the NHS, a greater emphasis has been placed on quality. We need to ensure that a provider can deliver on additional requirements involved.</p> <p><i>Social Value Objectives:</i></p> <ol style="list-style-type: none"> 1. <i>Promote training and employment opportunities for the people of Lancashire.</i> 2. <i>Raise the living standards of local residents.</i> 3. <i>Build capacity and sustainability of the voluntary and community sector.</i> 4. <i>Promote equity and fairness.</i> 5. <i>Promote environmental sustainability.</i> 	

Contract Detail

The procurement is being conducted under PCR 2015 using the Open Procedure.

The Smokefree Lancashire Tobacco Dependency Service is due for re-commission. The main objective is to support smokers in Lancashire to quit smoking. There are approximately 134,164 smokers in Lancashire. Smoking is a major contributor to health inequalities and disproportionately affects those disadvantaged by poverty. People on low incomes start smoking at an early age and tend to be more heavily addicted spending up to 15% of their weekly income on tobacco.

In Lancashire smoking prevalence varies significantly. In 2020 smoking prevalence was estimated to be 22.8% in Burnley and 22.7% in West Lancashire, nearly double the national average of 12.1%.

The service will support all smokers aged 12 years and over to quit. The service will be universally accessible across Lancashire but will target areas and priority population groups with high smoking prevalence. It will work with 5-6% of the smoking population annually and will support a minimum of 50% of service users to quit.

The service will offer a combination of behavioural support, nicotine replacement therapy and access to e-cigarettes. The addition of e-cigarettes to the service offer follows evidence from NICE (National Institute of Care Excellence) and OHID (Office for Health Improvement and Disparities) (Office for Health Improvement and Disparities) and service user consultation which suggests that they are an effective quit aid that are much safer than smoking and offer an opportunity to engage more smokers and achieve a higher number of quits.

The provider will deliver a specialist clinical service. This will support the NHS CORE20PLUS5 and NHS Long Term plan agenda targets.

Aside from treatment, there will be a focus on prevention, promotion, and harm reduction which will contribute towards the national ambition of Smokefree 2030, aiming for all areas to have a smoking prevalence of 5% or less. The service will contribute to the public health strategies including Healthy Hearts, Better Start in Life and Healthier Minds. The service will work with family hubs to support staff who are in contact with pregnant and post-partum women, children and families. Smokefree Lancashire will deliver an outreach model which target specific cohorts of people. For example, routine and manual workers in workplaces, social housing, and homelessness. Smokefree places will also target new mothers in partnership with health visitors and education settings in areas of high prevalence. It will work with schools to reduce the uptake of smoking and vaping.

The service go live date is expected to be in October 2023.

Procurement Title

A601(M) Maintenance Project

Procurement Option

Open Procedure compliant with the Public Contract Regulations 2015

New or Existing Provision

New one-off works project

Estimated Annual Contract Value and Funding Arrangements

The estimated value of the contract is £4.6m which will be funded from the Highways Capital budget.

Contract Duration

The contract will be let for period of approximately 12 months, commencing circa April 2023.

Lots

As a single principal contractor is desirable, this project has not been lotted into smaller packages of works.

Evaluation

The Contract will be established by evaluating contractors against the following criteria:

Stage 1: Selection Stage (Pass/Fail)

Mandatory and discretionary grounds to ascertain suppliers' financial, technical capability and ability to demonstrate their experience in operating in compliance with industry standards. The Authority will use the PAS-91-2013-A1-2017 industry standard selection questionnaire. Each tenderer must pass this stage before proceeding to stage 2.

Stage 2: Award Stage

The tender bids will be evaluated on.

- 60% price
- 40% technical, quality, and social value

The highest scoring tenderer will be awarded the works contract.

Contract Detail

The A601(M) is a 1.3 mile (2.1km) Special Road in Lancashire, it is a key road from M6 junction 35, linking the M6 to the A6, providing access to the Truck Haven located on the junction of the A601(M) and A6, as well as Carnforth itself. The A601(M) also forms part of the official M6 motorway diversion route between junctions 35 and 36.

The works for this contract will comprise of essential maintenance to four bridges, namely Higher North Road, Brewer's Barn East and West, and Elpha bridges. This essential maintenance will include new vehicle restraint parapets and string-course units, and work to the bearings. The maintenance to be carried out varies depending on the requirements of each bridge.

The works will be designed in-house by the Authority's Engineers who will supervise a single principal contractor to deliver this project. The NEC4 Engineering and Construction Contract (ECC), Option A (activity schedule) with amendments to suit this project will also be used.

Report to the Cabinet

Meeting to be held on Thursday, 19 January 2023

Report of the Director of Strategy and Performance

Part I

Electoral Division affected:
(All Divisions);

Corporate Priorities:
Delivering better services;

Community Assets Policy

(Appendix 'A' refers)

Contact for further information:

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Brief Summary

This report sets out a revised policy for community ownership of surplus land or buildings deemed to be 'community assets' which are either listed as Assets of Community Value or qualify for Community Asset Transfer.

If approved by Cabinet, this will replace the Community Asset Transfer Policy approved in July 2016.

This is deemed to be a Key Decision and the requirements of Standing Order C19 have been complied with.

Recommendation

Cabinet is asked to approve the Community Assets Policy 2023 as attached at Appendix 'A'.

Detail

Property assets are held for the delivery of Lancashire County Council's service priorities and for the benefit of the community. Equally, disposal of surplus property for capital receipts enables the council to direct and invest resource into local services and infrastructure. It is therefore important to ensure that council assets

work well for the community, and while they remain empty and drawing on public funds, that is not the case. The Community Assets Policy seeks to balance those demands.

As the council addresses its strategic priorities, work is underway to reconfigure its property portfolio with the aim of retaining a more focused and sustainable set of buildings, premises, and land. It is recognised that as some council assets are no longer needed for the delivery of council services the community may be well placed to take on their management where certain conditions can be met.

This policy sets out a clear framework for how surplus assets will be identified as 'community assets', how the opportunity for interested community groups to take on the management and ownership of such assets will be managed, and the steps and evidence necessary to achieve this outcome.

Consultations

N/A

Implications:

This item has the following implications, as indicated:

Risk management

Property Asset Management

The council remains liable for the property holding costs of assets which are surplus to operational requirements. This policy seeks to put in place a clear process for the appropriate disposal of surplus property and land which has a community interest.

Legal

The revised policy is in line with the provisions of the Localism Act 2011 and the Assets of Community Value (England) Regulations 2012.

The county council has a duty to obtain best value under S123 Local Government Act 1972 however, under circular 06/03 General Disposal Consent (England) 2003 1. if the local authority considers that the purpose for which the land to be disposed of is likely to contribute to the achievement of any one or more of the following objects in respect of the whole or any part of its area, or of all or any persons resident or present in its area; i) the promotion or improvement of economic well-being; ii) the promotion or improvement of social well-being; iii) the promotion or improvement of environmental well-being; and b) the difference between the unrestricted value of the land to be disposed of and the consideration for the disposal does not exceed £2,000,000 (two million pounds) consent is granted.

Estates

Community Asset Transfers under the policy will be considered on 125-year lease basis, with community use restrictions.



Finance

Sale of an Asset of Community Value is at Market Value, either in a closed process during the six months moratorium or in the open market following that. This will generate a capital receipt to the council. The time taken to negotiate a transfer should be minimised where possible to allow for an open market disposal to take place to crystallise the monetary receipt to the council.

Assets which have a market value of less than, or equal to, £150,000 and are considered to be a 'community asset' (these criteria are determined by the county council and whose decision will be final) will be considered for Community Asset Transfer to community ownership. The value of any transfer will be Market Value but with the potential for an 'at less than best consideration' sale should certain criteria be applicable. A sale 'at less than best consideration' will reduce the value of capital receipt to the council.

Any transfer of council assets will be subject to a contribution towards the council's surveying and legal fees of £750 or 1.5% each (combined 3% or £1,500) of the Market Value whichever is the highest and subject to periodic review of fees and charges.

List of Background Papers

Paper	Date	Contact/Tel
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None

Reason for inclusion in Part II, if appropriate

N/A



Community Assets Policy

January 2023

1. Background

Property assets are held for the delivery of Lancashire County Council's service priorities and for the benefit of the community. Equally, disposal of surplus property for capital receipts enables the council to direct and invest resource into local services and infrastructure. It is therefore important to ensure that our assets work well for all our communities, and while they remain empty and drawing on public funds, that is not the case. The Community Asset Policy seeks to balance those demands and is aligned both to our statutory requirements and our local approach.

As the council addresses its strategic priorities, work is underway to reconfigure our property portfolio with the aim of retaining a more focused and sustainable set of buildings, premises, and land. We recognise that as some assets are no longer needed for the delivery of council services the community may be well placed to take on their management where certain conditions can be met.

An active approach to community use, management and ownership of vacant accommodation or surplus assets can support the following corporate priorities:

Priority	Support includes
Delivering better services	Enabling communities to supplement and support the services that we offer through a broad range of property uses that benefit the community
Protecting our environment	The council needs to review and rationalise its property portfolio to manage running costs and help reduce our carbon footprint. Re-use of buildings as a community asset can help provide facilities in the heart of communities thus reducing the need to travel and help towards regenerating existing premises
Supporting economic growth	Community groups often use the facilities to support cultural efforts, providing a venue for skills/learning activities, and offer opportunities for volunteering as routes into employment
Caring for the vulnerable	Providing a venue for meetings/community activity that can provide significant support and companionship to vulnerable people



2. Routes to Community Ownership and Management

There are several different routes which can inform and enable community use and ownership however those considered in detail are community right to bid and community asset transfer.

2.1 Community Right to Bid

Community Right to Bid is a provision set out in the Localism Act 2011. This allows groups to nominate land or buildings to be included in the List of Assets of Community Value. In Lancashire, these lists are held by district and city councils.

The Act sets out criteria for qualifying groups, they may be:

- a voluntary or community body
- a body of persons or a trust which is established for charitable purposes only
- a parish council
- in relation to a relevant authority, two or more employees of that authority, or
- such other person or body as may be specified by the Secretary of State by regulations.

The Act also states that a building or other land in a local authority's area is land of community value if in the opinion of the authority

- an actual current use of the building or other land that is not an ancillary use furthers the social wellbeing or social interests of the local community, and
- it is realistic to think that there can continue to be non-ancillary use of the building or other land which will further (whether or not in the same way) the social wellbeing or social interests of the local community.

Once an asset is listed some duties are placed on the owner if they decide they no longer need the premises. They must notify the local authority before the asset can be sold after which there is a period of six weeks to allow groups the opportunity to register an interest in making a bid to buy the asset.

If such an interest is submitted by a qualifying group, the asset cannot be sold for six months (other than to the community interest) giving the group this time to develop a proposal and raise the funds to purchase the asset at Market Value. In the interim period the council will consider any qualifying bids which are submitted.



Listing an asset of community value provides a window of opportunity for groups, to allow them to get ready to buy the asset if this is something that they wish to take forward.

Sale of an asset of community value is at Market Value, either in a closed process during the six months moratorium or in the open market following that. Any sale normally takes place under market conditions and the owner is under no obligation to sell to a community group at any time. Groups who have registered an asset are also under no obligation to try to proceed with a bid to buy it. If groups are not interested in purchasing the property at Market Value, they can inform the borough or city councils who hold the register, which will enable a sale to proceed without further delay. Community groups which are interested in the community right to bid may wish to seek independent advice.

Regarding the county council's assets any transfer will be subject to a contribution towards the council's surveying and legal fees of £750 or 1.5% each (combined 3% or £1,500) of the Market Value whichever is the highest and subject to periodic review of fees and charges.

2.2 Community Asset Transfer

Community asset transfer involves transferring the ownership of land or buildings from the county council to a community organisation, at Market Value but with the potential for an 'at less than best consideration' sale should certain criteria be applicable and be considered relevant and applicable by the county council on a case-by-case basis e.g., at less than the market value to achieve a public benefit.

Community Asset Transfers have historically been arranged via a 125-year lease, with community use restrictions, at a value of £1.

Transfer to the local community can generate local benefits that would otherwise not be delivered by the council. In the right context, community asset transfer can provide a cost-effective and responsive approach to local need where a community group can apply a different business model based on local enterprise, multi-purpose use, volunteering, and social investment.

Annex 1 sets out examples of successful asset transfers, some of which include a community library facility and digital access offer.



3. Existing community use of county council premises

Existing community use is managed through the Premises Use Policy, 2018, in the first instance. This allows for sessional use of premises for specific activities and sets out charging rates where applicable. Where sessional use is not appropriate, more formal terms are set in place. In some library settings, particularly active 'Friends' groups have licences in place to enable them to install and maintain community gardens, and more recently and in limited circumstances this permits groups to carry out low level maintenance such as painting railings as part of 'best kept village' events etc.

There are also a small number of community associations that are linked to county council premises, some of which are thriving however none of these make a financial contribution to the property holding costs of the respective premises. A review of the Premises Use Policy and associated fees and charges is underway. The starting principle being the full-cost recovery including property holding costs and administration.

4. Framework for transferring community assets

Where premises or land are identified as surplus to the operational requirements of the council, an assessment will be made to determine whether the asset is suitable to be made available for community use and designated accordingly.

Opportunities for community groups to manage or take on ownership of such designated surplus county council assets will be made available on the council's website.

Speculative requests for asset transfer are received on a regular basis where community aspirations can quickly become a bureaucratic challenge and contentious locally. By setting out a clear and transparent decision-making process the council can determine when opportunities for community management, transfer and ownership are to be made available. The following principles will guide the process:

- **How will community organisations find out about opportunities to take on responsibility for council assets?**

All opportunities will be advertised on the Lancashire County Council website.



- **Which assets will the council make available for potential community ownership?**

Where the council no longer has use for a particular asset, those premises and land which have been i) actively used by the community, by permission, up to the time of closure, or ii) which have had recent community use in the last six months, will be considered for community transfer.

- **What about the value of the assets?**

Assets which have a market value of less than or equal to £150,000 (as determined by the county council and whose decision will be final) will be considered for transfer to community ownership. The value of any transfer will be Market Value but with the potential for an 'at less than best consideration' sale should certain criteria be applicable.

- **Will the council help with repair and maintenance costs?**

Property assets are transferred as seen. Community organisations may wish to commission a detailed survey of the asset as part of their own due diligence. The council will not carry out any remedial works nor provide any contribution towards future operation or maintenance of the asset post transfer. The council will undertake a visual survey reflecting the asset's condition prior to transfer for its own purposes and records.

How the asset is transferred to any community organisation will be at the council's sole discretion. The method of transfer will vary depending on the council's nature of interest in the land holding (leasehold/freehold) and any transfer will be subject to a contribution towards the county council's surveying and legal fees of 3% of market value (1.5% each) subject to a minimum of £1,500 (£750 each) and subject to periodic review of fees and charges.

- **Which community organisations would qualify to submit a detailed application?**

Parish and town councils, voluntary organisations, community organisations, community interest companies and social enterprises that can demonstrate strong links with local communities will be eligible to apply to the council. Successful applicants must be able to demonstrate sustainability through good governance, good financial management and the capability to take on responsibility for a public asset.

- **What if there is more than one interested group?**

Community groups are encouraged to collaborate and put together a more sustainable offer which demonstrates broad community benefit. The council will not assess competing applications from several groups but will consider an application from 'groups' combining to act as a single entity for the purposes of a bid. If there are competing applications, the council will dispose of the asset in the open market following the moratorium period.



- **How does an organisation show that it is willing and able to take on responsibility for a council asset?**

Applicant groups must be able to demonstrate how their offer meets an identified community need and provides an inclusive approach to members of the wider community. They must also evidence that they have the necessary governance, skills, and budget in place to deliver their sustainable offer.

- **Commercial activity**

Organisations applying for community asset transfer must not contravene Subsidy Control legislation (formerly State Aid) i.e., they must not be, or intend to be, contracted to the county council for service delivery.

In developing a business plan to help with financial planning and management of the asset, organisations will need to consider how they will generate the necessary income to be able to maintain the property effectively and sustainably. Assignment or sub-letting of the premises will not generally be permitted. Proposals for trading and income generation will be considered as part of the detailed application process.

- **Timeline**

We know that organisations are often keen to take occupation of community assets and so it is important that agreement is reached quickly so that the asset can be safely handed over. From the date that an opportunity is advertised, and should circumstances remain unaltered, then transfers will be completed within a 12-month period. The specific date for each step in the process to be completed will be clearly set out on the council's website when an opportunity is advertised.

Should the community organisation be unable to complete the transfer, or due to circumstances outside of the council's control, and where heads of terms are agreed between the parties, then by exception the council will still work towards transfer to the community organisation on condition that the community organisation takes responsibility for property holding costs.

A sample timeline for completion as quickly as possible and in no longer than 12 months is shown below.



	Milestone	Activity
Day 1	Advertise opportunity	Details of community asset posted on Lancashire County Council website
Day 28	Submit expression of interest	Community organisations explain who they are, what they hope to achieve, and how this will benefit the community
Day 56	Initial assessment	Council considers applications and invites qualifying organisations to develop their proposal in more detail
Day 84	Invitation to make full application	Community organisations develop a sustainable business plan
Day 112	Clarification & final assessment	During this period the applicant organisation will provide to the council clear evidence that: <ul style="list-style-type: none"> • they are a robust and viable organisation • the proposed community offer demonstrates how it will meet local need with clear aims, objectives, and future direction. The proposal will provide positive social, economic, and environmental impact • they have links with relevant stakeholders and groups with strong local partnerships in place • sufficient financial resources are or will be in place by the time of the transfer and show good resource planning for short, medium, and long-term sustainability • the necessary capabilities to manage the asset and deliver the offer are in place
	Approval in principle	Agree heads of terms between the council and community organisation
Day 365	Complete	Community manages the asset

Where a community organisation does not want to take on ownership of the asset it may instead propose an increased role in the management of the property, which in turn may also generate income and contributions towards the upkeep of premises and support a sustainable portfolio. This offer may be considered as part of a strategic review of relevant properties and under the terms of the Premises Use Policy.

Annex 1: Community Asset Transfers (2016-2021)

The following table sets out asset transfers completed between 2016 and 2021. All resulted from the Community Asset Transfer Policy (2016) except for Gannow, where agreement to transfer pre-dated the policy.

Year (completion)	Address	District	Community Organisation	Purpose
2020/2021	Stoops & Hargher Clough Youth & Community Centre, Venice Street	Burnley	West End CIC	Wellbeing
2019/2020	Upholland Library, Hall Green	West Lancs	Artz 4 All	Visual & performing arts, skills, community library
2019/2020	Thornton Young People's Centre c/o Royles Brook Primary School, Marsh Road	Wyre		
2018/2019	Fleetwood Museum, Queens Terrace	Wyre	Fleetwood Museum & Fleetwood Museum Trust	Heritage
2018/2019	Crawshawbooth Library, 2 Adelaide Street	Rosendale	Crawshawbooth Community Association	Wellbeing
2018/2019	Trawden Library and Riverside Children's Centre, Church Street	Pendle	Friends of Trawden Forrest	Wellbeing, community library
2018/2019	Community Centre, Burnley Road East	Rosendale	Whitewell Community Association	Wellbeing
2018/2019	Penwortham Young People's Centre, Priory Lane	South Ribble	Penwortham Town Council	Wellbeing, community library
2018/2019	Penwortham Library, Liverpool Road	South Ribble	Penwortham Town Council	Performing arts & theatre
2016/2017	Gannow Community Centre, Adamson Street	Burnley	Gannow Community Association	Wellbeing



Report to the Cabinet

Meeting to be held on Thursday, 19 January 2023

Report of the Director of Corporate Services

Part I

Electoral Division affected:
None;

Corporate Priorities:
Delivering better services;

Secondment Arrangement of Executive Director of Adult Services and Health and Wellbeing to the Lancashire and South Cumbria Integrated Care Board

Contact for further information:

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laura.sales@lancashire.gov.uk

Brief Summary

This report sets out the rationale for sharing the services of the county council Executive Director of Adult Services and Health and Wellbeing with the Lancashire and South Cumbria Integrated Care Board on the basis of 80 per cent Integrated Care Board, 20% county council. It is proposed that this be achieved by way of a secondment agreement with authority delegated to the Director of Corporate Services, in consultation with the Interim Director of People, to finalise terms. The consent of the Executive Director of Adult Services and Health and Wellbeing is also required in so far as the arrangement amends her existing terms of employment with the county council.

Recommendation

Cabinet is asked to:

- (i) Approve in principle the secondment of the Executive Director of Adult Services and Health and Wellbeing to the Lancashire and South Cumbria Integrated Care Board for 80% of her working time to take up the role of Director of Health and Care Integration; and
- (ii) Authorise the Director of Corporate Services, in consultation with the Interim Director of People, to negotiate and agree appropriate secondment agreement terms with the Lancashire and South Cumbria

Integrated Care Board (subject to the agreement of the Executive Director of Adult Services and Health and Wellbeing).

Detail

Integrated Care Boards were established in England on 1 July 2022 and replaced Clinical Commissioning Groups. Their principal functions include developing health plans to meet the needs of the local population, managing the NHS budget and arranging the provision of health services in a geographic area. Each Integrated Care Board has its own constitution, leadership team and staff.

In order to appoint to the leadership team, the Lancashire and South Cumbria Integrated Care Board advertised to appoint four Directors of Care and Integration each aligned to the relevant upper tier authority areas, key roles in achieving its objectives in relation to successful integration between health and social care services. The Executive Director of Adult Services and Health and Wellbeing applied for and was appointed to one of the posts on the basis that the role would be done in conjunction with her current county council role. The parties considered that appointing on this basis signalled their joint intent to move towards a more integrated delivery of health and care services across the Lancashire footprint. The primary focus of the role alongside integration is to improve the health outcomes for Lancashire and South Cumbria residents, address health inequalities and achieve value for money.

Other requirements to ensure the shared nature of the employment would succeed were also included and are set out later in this report.

In working on a shared basis across the county council and Integrated Care Board, the Executive Director of Adult Services and Health and Wellbeing is looking for opportunities to jointly plan and deliver services and at the same time establish and embed integrated multi-disciplinary neighbourhood teams whose roles extend beyond NHS/upper tier local authority professional boundaries. Although this is a new role and its shared nature presents a fresh approach in terms of how such appointments are generally managed (although replicated in other areas including the Northwest), there are significant advantages to a joint approach given the interconnectivity between adult and children's social care, public health and the NHS.

The need for health and social care integration has been highlighted by the Government and in the media and it is anticipated that allowing this role to operate across the organisations will bear fruit in terms of improved discharge rates, improved services for vulnerable adults and children and increased capacity.

It is proposed that the role will be notionally split with 80% of time spent working for the Integrated Care Board and 20% of time undertaking duties as Executive Director of Adult Services and Health and Wellbeing for the county council. This will of course be flexible as neither role lends itself to such a precise split in time and the postholder will undoubtedly prioritise as she deems necessary using her professional judgment. As this way of operating is new to the county council and to the NHS, safeguards have been built into the draft agreement to protect the postholder's wellbeing. The postholder will report to the Chief Executive of the Integrated Care

Board in the Integrated Care Board role and to the Chief Executive of the county council in her Executive Director of Adult Services and Health and Wellbeing role and regular meetings have been included between the two Chief Executives to ensure that the arrangement is working well with flexibility to change any aspect which becomes problematic.

To cover the gap left by the time spent by the Executive Director of Adult Services and Health and Wellbeing in undertaking Integrated Care Board business, additional director capacity has been secured by way of a deputy executive director of adult services and she will directly line manage the relevant adult services directors, provide day to day support and direction to them and provide professional support to the county council. The individual appointed is experienced both in adult social care work at a senior level and in working for a shire authority

The Executive Director of Adult Services and Health and Wellbeing will continue to provide the statutory director function as part of her new role in so doing she will regularly line manage the deputy executive director maintaining a line of sight on quality of practice, performance, finance and policy issues. It is anticipated that the Executive Director of Adult Services and Health and Wellbeing will retain her position on the Adult Safeguarding Executive and continue to be part of the executive management team, providing a substitute director on occasions as she does now when she is unable to attend.

Although this might appear to be a daunting task given the footprint of the Integrated Care Board, three deputies to the postholder have been appointed as part of her wider Integrated Care Board leadership team and their weekly meetings in the run up to the arrangement formally commencing has provided confidence in her ability to delegate as appropriate. In addition, the county council has added capacity to the county council's adult services leadership team through a new director for integrated commissioning who takes up post on 1 February and comes with both NHS and local government experience.

There are persuasive reasons for adopting this approach in terms of what it will potentially deliver for our residents. However, it does not lend itself to a neat legal device to reflect how the role will be shared between the two employers and it has been agreed that the most effective way of reflecting the Integrated Care Board /county council's expectations and responsibilities is through a secondment agreement. This is a common arrangement between organisations and in this case, the county council will remain as employer seconding the services of the Executive Director of Adult Services and Health and Wellbeing to the Integrated Care Board for a notional 80% of her worktime. The agreement reserves the right of both county council and Integrated Care Board to terminate the arrangement on notice if for whatever reason it proves unsatisfactory.

The terms have not yet been finalised and it is therefore proposed that authority to finalise the agreement is delegated to the Director of Corporate Services in consultation with the Interim Director of People.



Consultations

Given how the two organisations are approaching the role, i.e. on a shared basis, the nature of the role and the terms on which it will operate have been the subject of ongoing consultation between the Executive Director of Adult Services and Health and Wellbeing and the Chief Executive. The Leader and Deputy Leader of the County Council as well as the Cabinet Member for Adult Social Care and the Cabinet Member for Health and Wellbeing have been briefed and kept up to date on developments. The Director of Corporate Services (the Monitoring Officer) has been involved in negotiating the terms of the secondment agreement with the assistance of a Senior HR Business Partner.

Implications:

This item has the following implications, as indicated:

Financial

The total cost of employing the Executive Director of Adult Services and Health and Wellbeing/Integrated Care Board postholder across the two organisations is £162,740 (exclusive of pension contributions, national insurance and other employee costs). Out of pocket expenses will be met by the organisation on whose behalf the expense is incurred.

The Integrated Care Board will meet 80% of these costs and the county council 20%, payment being in arrears by way of invoice.

Risk management

The role of Executive Director of Adult Services is a statutory one reflecting that it is considered to be a key strategic position within an upper tier authority. As such seconding the lead officer to a different organisation for 80% of her time presents a risk to the council especially just as adult services are moving to an inspection regime similar to that applied to children's services. Notwithstanding the risks, there are plainly significant benefits to be secured for our residents and for the NHS/local authorities if the arrangement delivers improved integration between health and social care in the county, indeed collaboration between the NHS and the county council is one of the issues that the new inspection regime will consider. Safeguards have been built into the agreement including the provision of support to the postholder from both organisations, regular monitoring of how it is working at chief executive level and the ability of either organisation to bring it to an end if it no longer meets their needs.

The Executive Director of Adult Services and Health and Wellbeing has suggested that the audit service considers the operation of the arrangement with a view to identifying and addressing any salient risks. This is to be included in the workplan of the audit team at a suitable time within the next twelve months and the Chair of the Audit, Risk and Governance Committee is to be informed. It is also intended to invite the Local Government Association at an appropriate time to undertake a review of the arrangements to offer further assurance.

List of Background Papers

Paper	Date	Contact/Tel
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None

Reason for inclusion in Part II, if appropriate

N/A



Report to the Cabinet

Meeting to be held on Thursday, 19 January 2023

Report of the Executive Director of Growth, Environment & Transport

Part I

Electoral Division affected:
(All Divisions);

Corporate Priorities:
Delivering better services;
Protecting our environment;
Supporting economic growth;
Caring for the vulnerable;

Lancashire County Council Highways and Transport Strategy 2023-25

(Appendix 'A' refers)

Contact for further information:

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(Planning and Transport),
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Brief Summary

This report presents a new Highways and Transport Strategy for Lancashire County Council to run from 2023 to 2025. It principally deals with the work covered by the portfolio of the Cabinet Member for Highways and Transport and presents a high-level view of how we will deliver against the county council's corporate priorities.

This is deemed to be a Key Decision and the requirements of Standing Order C19 have been complied with.

Recommendation

Cabinet is asked to approve the Lancashire County Council Highways and Transport Strategy 2023-25 as set out at Appendix 'A'.

Detail

Appendix 'A' sets out a new Highways and Transport Strategy covering the county council's contribution to work in this area for 2023-2025.

The document follows similar strategies for health and education and is the third of three county council strategies covering the economy, environment and climate, and highways and transport being brought to Cabinet from the Growth, Environment and Transport directorate. The linkages between the three strategies are recognised as well as the contribution highways and transport activities can have to wider corporate objectives such as health.

The council has important highways and transport roles to play at both the strategic and operational levels. This strategy brings together existing policies and programmes of work in one place and provides a single point of reference on the county council's vehicular highways and transport priorities. It gathers the actions that are underway or proposed and organises these under four areas of activity and twelve objectives relating to the vehicular highway network and rail network. The strategy sets these out as follows:

Highways asset management

- Manage our highways assets efficiently and effectively to support connectivity to employment and to essential services
- Build our understanding of the condition of all our highways assets to focus our maintenance activity and leverage investment
- Reduce the carbon footprint of our highways' maintenance activities

Network management and safety

- Improve the efficiency of our urban and rural road networks
- Reduce all road casualties and progress towards zero killed or seriously injured
- Create safe and social spaces

Public transport and active travel

- Deliver sustainable travel choices that are accessible, inclusive and affordable for all
- Support bus and rail services and encourage opportunities to use different forms of transport for single journeys with improved interchanges and better inter-urban and rural connectivity
- Reduce the need to travel by car particularly for shorter journeys

Strategic partnerships

- Facilitate economic growth, regeneration and levelling up
- Establish a pipeline of plan-ready transport interventions to leverage investment
- Bring partners together to align local, regional and national investment priorities



The twelve objectives will inform the county council's action planning, with progress measured through a set of milestones and key performance indicators within departmental and corporate performance dashboards.

Consultations

The strategy has been developed to form part of the suite of strategies supporting delivery of the county council's corporate priorities and has been informed by a wide-ranging evidence base, dialogue with key services and work with key stakeholders on the emerging Lancashire 2050 strategy.

Implications:

This item has the following implications, as indicated:

Risk management

The strategy sets out activities that the county council will take to meet statutory duties and deliver to corporate priorities, providing a framework for action planning. Without this strategy it will not be possible to measure progress on delivering against the council's highways and transport priorities.

Financial

The strategy does not contain any specific financial implications. Any requirements for funding to support the strategy will be presented to Cabinet for approval. There should be acknowledgment that funding may be a limitation to the scope of activities that can be delivered within the strategy.

Equality and Cohesion

Any subsequent action plans and projects resulting from this strategy will consider the need for an equality impact analysis.

List of Background Papers

Paper	Date	Contact/Tel
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None

Reason for inclusion in Part II, if appropriate

N/A





Lancashire County Council Highways and Transport Strategy

2023 – 2025





Our Highways and Transport Strategy will drive a step change in attitudes and behaviour, establishing safe, inclusive, affordable and low carbon travel choices as our first priority to growing our economy, tackling deep-seated social and health inequalities, revitalising our communities and protecting our environment.



Foreword



Cllr Rupert Swarbrick
Cabinet Member for
Highways and Transport



Lancashire County Council recognises the crucial role of our highways and transport as an enabler to economic growth, environmental improvement, social activity, and people's health and prosperity.

Whether we are travelling to see friends and family, access services, go to work or conduct business, or visit places, or we are simply using Lancashire's network of urban and rural roads, footways and cycle tracks to exercise, socialise and improve our physical and mental wellbeing, transport is part of the daily life of every resident, worker, business and visitor in the county.

But it also impacts the people using it or experiencing its effects, local places and our wider environment. Traffic congestion brings delay and disruption and an economic cost to productivity. Road collisions cause suffering and fear. Vehicle emissions affect people's health and contribute to climate issues. The sheer size and extent of the network serving Lancashire presents a considerable challenge to its maintenance and upkeep.

Looking forward, we want a transport system that is simpler to navigate, one that offers greater choice and convenience, that caters for everyone's needs and widens people's travel horizons, and makes everyday journeys simpler, safer, greener and more reliable.

To get there we know we have a job to do. We will need to employ more innovative, cost-effective and low-carbon solutions, and improve our understanding of our network and invest in our capabilities, so that we make the right interventions and develop a credible pipeline of transport improvements.

To achieve all this, we must also build on our work with Government and regional partners, with a particular focus on working with our district partners and listening to the voice of our residents and businesses to understand and align our collective priorities and engage with our town and parish councils and our local communities when our decisions may affect them.





Executive Summary

This Strategy presents a high-level view of how we will deliver our highways and transport responsibilities over the next three years to deliver to our corporate priorities.

The modern, efficient, innovative transport network that we want for Lancashire must ensure that no part of the county is left behind. In linking opportunities with need, we want everyone to benefit from our activities.

Our focus will be on developing better links, and improving journey times and reliability, between areas of economic opportunity and their workforce, with the provision of sustainable forms of travel a priority. We know that there will continue to be a reliance on the private car, not least in peripheral and rural areas, for people to go about their business. Encouraging people to get out of the car for journeys that can be taken by cleaner, healthier, more inclusive and more cost-effective ways to travel, will sit across all our transport and travel activities. By doing so we aim to improve the quality of life for others using or experiencing the effects of transport.

To achieve this, we must maximise the opportunities available through local and national funding to bring investment to Lancashire's transport network to improve connectivity generally and widen access to alternative travel choices to the private car.



Construction of Preston Western Distributor Road



The council has important highways and transport roles to play at both the strategic and operational levels. This Strategy provides a single point of reference for the council's activities envisaged in the period to 2025. The following four core priorities and twelve objectives set the framework for our activities in this period:

Highways asset management

- Manage our highways assets efficiently and effectively to support connectivity to employment and to essential services
- Build our understanding of the condition of all our highways assets to focus our maintenance activity and leverage investment
- Reduce the carbon footprint of our highways maintenance activities



Network management and safety

- Improve the efficiency of our urban and rural road networks
- Reduce all road casualties and progress towards zero people killed or seriously injured
- Create safe and social spaces



Public transport and active travel

- Deliver sustainable travel choices that are accessible, inclusive and affordable for all
- Support bus and rail services and encourage opportunities to use different forms of transport for single journeys with improved interchanges and better inter-urban and rural connectivity
- Reduce the need to travel by car particularly for shorter journeys



Strategic partnerships

- Facilitate economic growth, regeneration and levelling up
- Establish a pipeline of plan-ready transport interventions to leverage investment
- Bring partners together to align local, regional and national investment priorities



These objectives relate to vehicular highways and the rail network and will inform our action planning for services. Progress will be monitored through a broader range of departmental and corporate key performance indicators.



Transport in Lancashire

Where are we now?

1. Lancashire's vehicular highway infrastructure is the most valuable publicly owned resource managed by the county council, with a combined value of £10 billion. Without it, Lancashire would not function as a place to live, to work, to visit or to prosper.

2. Lancashire lies within the nationally important north-south motorway and main rail line transport spine, providing excellent connectivity with other parts of the UK, and a comprehensive network of motorways and railways linking much of Lancashire with the major regional employment centres of Manchester and Liverpool, and the international gateways of Manchester Airport and the port of Liverpool.

3. With a strong economic narrative and a focus on areas of growth, Lancashire has attracted substantial investment over the last decade and more in improving strategic connectivity across its road, bus and rail transport networks.

4. We have an established pipeline of major transport infrastructure with the potential to secure as much as £9.8 billion of investment during the next decade

5. Cycling and walking continue to grow in popularity, representing a positive change in road usage from the pandemic, and whilst the number of licenced motor vehicles continues to rise, ultra low emission vehicles account for a significant and increasing proportion of new vehicles.

But...

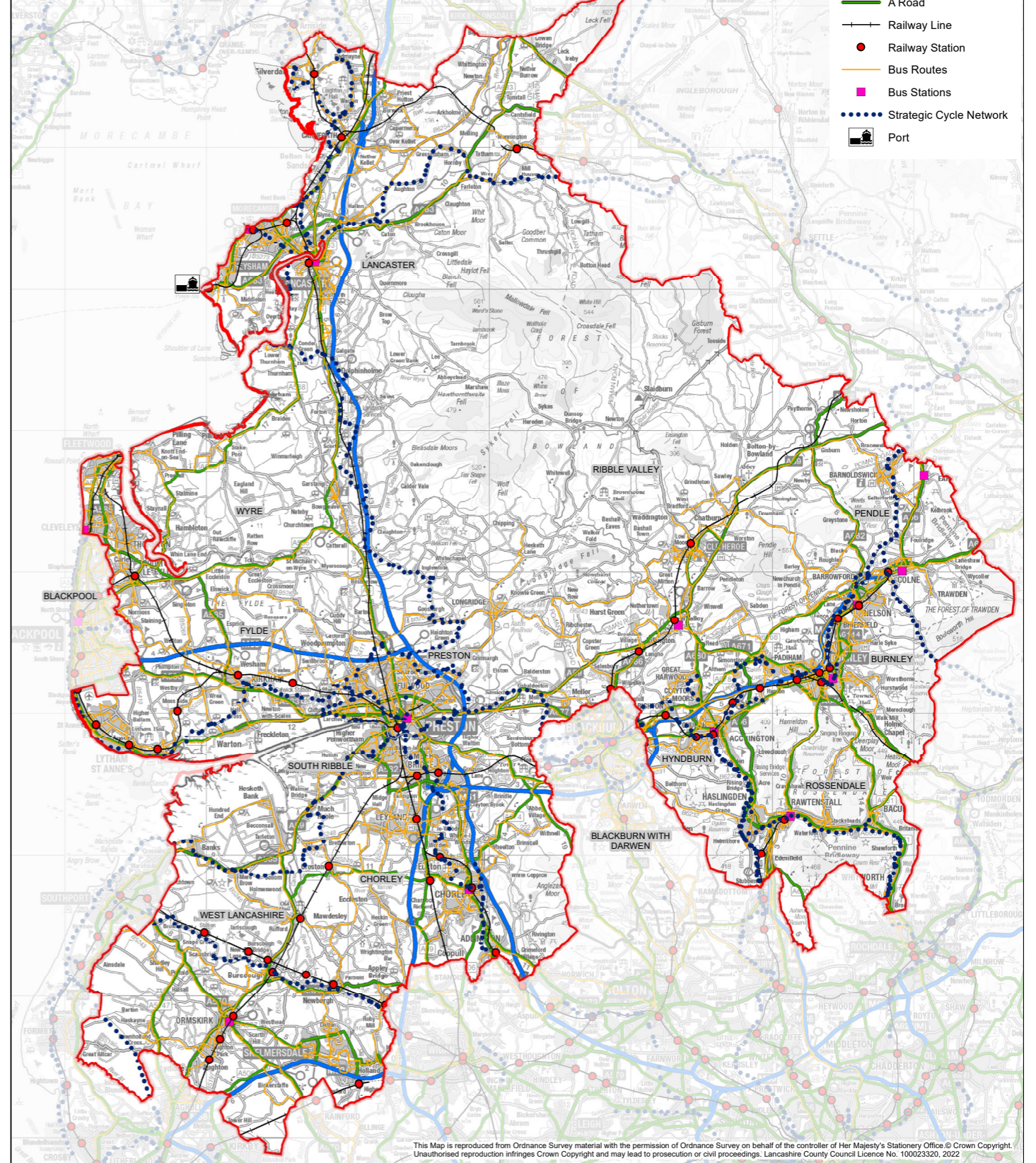
6. Government funding for maintaining our highway assets has not kept pace with its deterioration, meaning our current focus is on risk-based investment and preventative and preservative treatments.

7. Connectivity and the quality of our transport provision varies significantly between our strategic north-south and east-west transport corridors, impacting travel opportunities and choice locally across Pennine Lancashire, the Fylde Coast and West Lancashire, and to regional destinations such as Leeds and Liverpool.

8. Walking and cycling rates for Lancashire remain below the national average and a long-term decline in public transport use has been exacerbated over recent years.

9. The reduction in people killed or seriously injured in road collisions is countered by increasing casualties and disproportionately affected groups of motorcyclists, young road users and cyclists.

Lancashire's Transport Network



Links to other strategies

Transport is an enabler to economic and social activity. Its environmental impacts are also well understood. As such, the influence of this strategy extends across all four of the council's corporate priorities in 'Delivering better services', 'Protecting our environment', 'Supporting economic growth' and 'Caring for the vulnerable'.

It is focussed on a number of Cabinet responsibilities, covering:

- **Highways Asset Management**
- **Roads, Bridges and Structures**
- **Street Lighting and Highway Drainage**
- **Network Management, Traffic Control Systems and Parking**
- **Traffic Safety policy and Lancashire Road Safety Partnership**
- **Public Transport Policy including Transport for the North**
- **Local Transport Planning**
- **Active Travel**

This strategy complements similar documents on health, education, economy and the environment. It is supported by a number of other transport-related strategies for Lancashire either published or in production, including the Local Transport Plan, Transport Asset Management Plan, Highways Decarbonisation Strategy, Bus Service Improvement Plan, and Cycling and Walking Strategy.

The council has also made a commitment to the promotion of 'Health in all Policies' and we aim to show how an effective transport network can drive health and other priority outcomes for Lancashire and the council itself.

Whilst this strategy focuses solely on the council's own activity in respect of transport it will contribute to the wider perspective and wider partnership view set out within the sub-regional vision and strategy, 'Lancashire 2050' by supporting delivery of all eight core priorities including 'transport and infrastructure' in particular

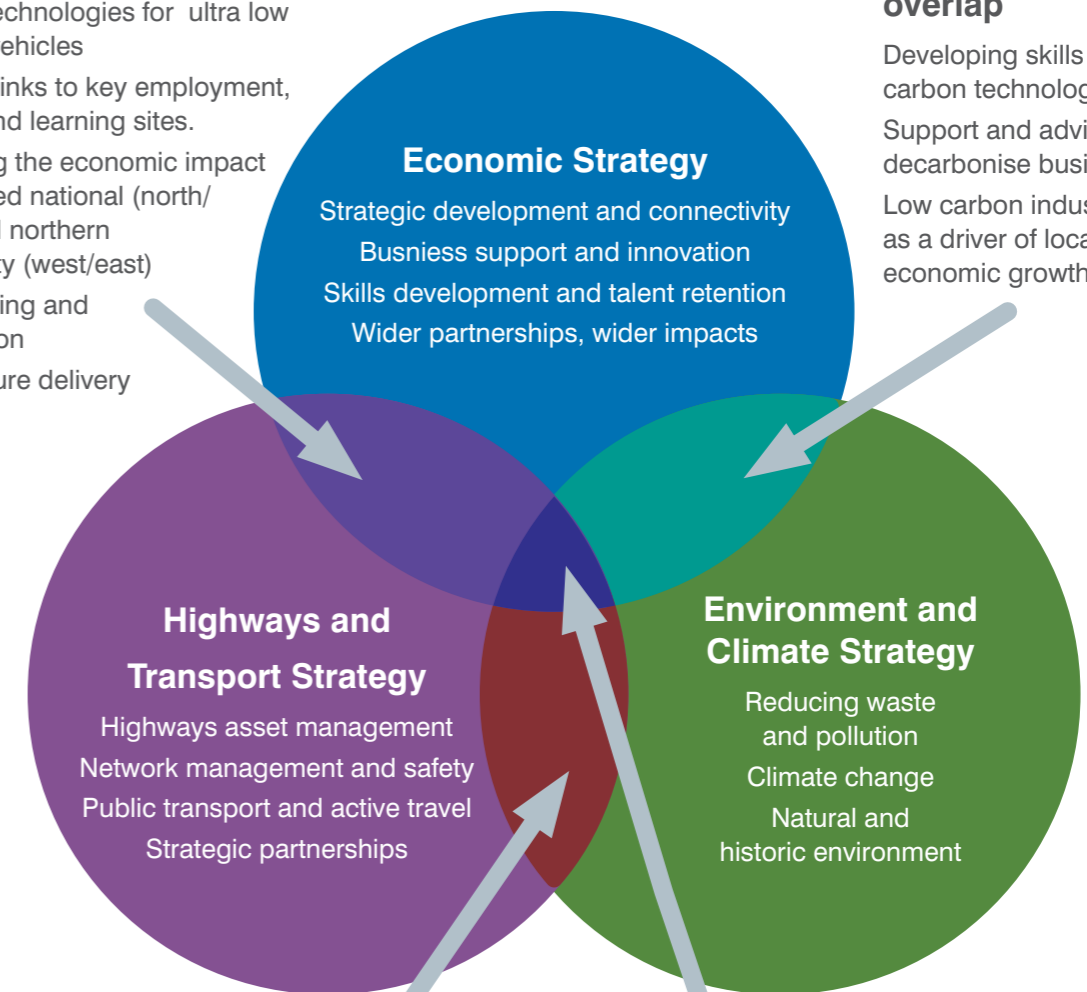
This diagram illustrates how corporate themes and priorities overlap between the three core strategies of Economy, Environment and Transport.

Economy and transport overlap

Growing technologies for ultra low emission vehicles
 Transport links to key employment, housing and learning sites.
 Maximising the economic impact of enhanced national (north/south) and northern connectivity (west/east)
 Place-making and regeneration
 Infrastructure delivery

Economy and environment overlap

Developing skills in low carbon technologies
 Support and advice to decarbonise businesses
 Low carbon industries as a driver of local economic growth



Economic Strategy
 Strategic development and connectivity
 Business support and innovation
 Skills development and talent retention
 Wider partnerships, wider impacts

Highways and Transport Strategy
 Highways asset management
 Network management and safety
 Public transport and active travel
 Strategic partnerships

Environment and Climate Strategy
 Reducing waste and pollution
 Climate change
 Natural and historic environment

Transport and environment overlap

Managing travel demand and traffic emissions
 Ultra low emission vehicles/electric vehicles infrastructure
 Promoting and enabling sustainable travel, cycling & walking

All three strategies support

Promoting clean and sustainable growth
 Connecting communities with economic opportunity
 Transition to net zero
 Climate resilience & adaptation
 Health & Wellbeing



Highways asset management

Our 2025 Vision

Our use of innovative, cost-effective and low-carbon solutions offers the opportunity to improve the condition of our highways assets and keep the highway network and its users safe. Our understanding of the underlying condition of our assets allows us to focus on the use of early intervention preventative maintenance strategies to prevent deterioration where possible, using recycled materials where we can, and avoid costlier, more intensive and disruptive maintenance work.

How we will get there (Priority Projects)

We will

- Focus on risk-based investment and preventative and preservative treatments
- Build our understanding of the condition of our assets
- Develop ways to reduce the carbon (CO₂e) generation from our activities towards net zero



Cycling in Penwortham

Focus on risk-based investment and preventative and preservative treatments

We have a large, diverse and demanding highway network. Maintaining these assets involves more than filling potholes and repairing defects. Our aging assets present a challenge to managing risks and prioritising investment and provide as safe and reliable highway network as resources will allow.

We continue to make good progress in maintaining the condition of the A, B and C road networks, a priority we set back in 2014 to help boost Lancashire's economy, and we are on track to achieve the standards set for the end of Phase 2 of the county council's Transport Asset Management Plan in March 2025.

We will continue to maintain our primary routes in good condition to support connectivity to employment and to essential services. Our activity on our A, B and C classified road network will continue at current levels of intervention through predominantly preventive and preservative treatments.

Considering our other main assets, we will:

- arrest the decline of the residential (urban unclassified) road network through structural capital schemes for those roads that have deteriorated and require structural maintenance on 95% of their area or above.
- continue investment in the Localised Deterioration Fund to address areas of carriageway that show signs of rapid deterioration in year, which will help reduce the number of repeat visits to fix potholes.
- maintain the condition of our rural unclassified network through the use of spray injection to find and fix defects and preserve condition. We will prioritise structural capital schemes for the worst areas and preventative treatments on the most strategic routes.
- for footways and cycle ways we will focus on the areas of worst condition with greatest footfall for vulnerable users, such as around schools, hospitals and other essential services. Particular consideration will be given to targeting the most deprived communities where there is typically a greater reliance on walking and cycling.
- for bridges and structures we will identify appropriate preventative maintenance to prevent further deterioration and continued investment in improving our understanding of high risk structures.
- increase investment to planned street lighting column replacement and continuing our risk-based approach to testing the most vulnerable assets and replacing where necessary.





Highways asset management

Build our understanding of the condition of our assets

We know that addressing the maintenance backlog across all highway assets types would require a threefold increase in the funding made available from the Department of Transport each year. Intervening at the right time with the right solution, typically more frequently at an earlier stage with more cost-effective treatments, enables us to provide the best value and impact for the available funding.

Our ability to keep pace with the deteriorating condition of other important highway assets, such as the Unclassified Road network, street lighting columns and traffic signals, point to a refocus of our targets set for March 2025. For our larger assets, such as bridges and structures, our life cycling modelling reinforces the importance to building our understanding and the evidence necessary to keep these assets safe and to leverage further investment. The preparation of the next Transport Asset Management Plan phase for 2024/25-2028/29 will provide us with the opportunity to review our priorities and the effectiveness our maintenance activities, with particular consideration to be given to the deteriorating condition of our rural road network.

Across all our assets, we will build our understanding of their condition to predict deterioration profiles and identify early intervention. Prioritising early intervention preventative maintenance strategies represents our best opportunity to prevent deterioration where we can. For our most vulnerable assets, we will employ a risk-based approach to determine our maintenance activities, in line with 'The Well Managed Highways Code of Practice' and good asset management principals laid out in our Transport Asset Management Plan.

Develop ways to reduce the carbon (CO₂e) generation from our activities towards net zero

Work so far on decarbonising the carriageway capital programme has shown a substantial reduction in carbon footprint. We will develop an understanding of the impact of our highway maintenance activities on carbon (CO₂e) generation and develop strategies to reduce this to work towards net zero. Our award-winning Highways Decarbonisation Strategy will drive our efforts to reduce the carbon footprint of our activities through the use of recycled materials, low-carbon solutions and working practices.

Our assessment of the carbon impact of our 2023/24 carriageway capital programme shows a 549 tonnes (26%) saving in CO₂e emissions by utilising recycling and other low carbon materials and processes.



Road resurfacing on Brockholes Brow





Network management and safety

Our 2025 Vision

Lancashire's transport network will provide for the safe and efficient movement of its users by a choice of ways to travel. Particular problems of traffic congestion and road capacity that have previously limited economic growth in key areas are being resolved or mitigated. The safety and attractiveness of the public realm that links our homes to local services and employment will have been improved.

How we will get there (Priority Projects)

We will

- Manage our network effectively
- Continue towards our overriding aim that people are safe and feel safe on our roads
- Transform our streets and places to create safe and social spaces

Manage our network effectively

Lancashire has enjoyed sizeable investment in its transport network over recent years, with new road, cycle way and footway space and new transport facilities built to cater for modern requirements and help traffic flow more easily. We will continue to invest in new road space where it is the most effective way of reducing congestion and unlocking economic growth. Our Economic Strategy presents the county council's current transport pipeline being delivered to support major development projects and including a number of schemes which will add physical road space to our network (including provision for other forms of travel to the car).

The greater part of our transport network continues to rely on the same road space since it was first built, during which time we have experienced rapid traffic growth, changing use and behaviour and, more recently, increasing expectations for different forms of travel to be segregated and prioritised. For this network, the means to maintain and improve its efficiency relies on the way we manage it. Our continuing interventions through traffic regulation, traffic control systems, engineering operations, and the introduction of new technologies are designed to help traffic flow more easily, improve air quality, widen travel choices and protect vulnerable road users.



Technology solutions can offer a more cost-effective, greener and less disruptive way of optimising the way people and goods move through our transport network. From the way we collect transport data, control traffic signals, to managing information and messaging, technology offers us the means to improve the customer experience and achieve more from our network. The government's drive for smarter travel solutions will be explored through our plans for managing urban traffic through technology solutions, beginning in Preston city centre as part the Transforming Cities Fund, and, subject to funding being agreed, to our Levelling Up proposals in East Lancashire and as part of our movement strategy for Lancaster city centre.

We will also provide robust and effective enforcement targeting locations on our network of particular concern to users and residents. Under new powers available to local authorities with highway responsibilities, we will seek to enforce moving traffic violations, which will support our efforts to reduce congestion, improve air quality and make our roads safer.



Artist's impression of Broadgate CYCLOPS junction, Preston





Network management and safety

Continue towards our overriding aim that people are safe and feel safe on our roads

Lancashire has seen a 32% reduction in people killed or seriously injured since 2012. The county council has an important role, working with Lancashire Constabulary, in making our roads safer and in 2016 published a ten-year road safety strategy Towards Zero Lancashire. The Strategy employs a range of interventions covering engagement and education, engineering and enforcement designed to reduce fatalities and the severity and number of injuries, improve outcomes for vulnerable users, and change road safety attitudes and behaviours.

In the next three years, we will continue to support the actions of the police and other partners and stakeholders through road safety interventions. We will refresh and roll forward our road safety strategy to reflect the latest evidence, consider specific measures for those disproportionately affected groups of motorcyclists, young road users and cyclists, and target our efforts accordingly.

Supporting our road safety activities, we will also:

- Deliver local safety improvements and employ route-based interventions to improve the safety of 'high risk' parts of our road network, using preventative measures to manage speeds and improve driver behaviour.
- Work with local planning authorities and developers to ensure that new developments can be accessed safely with adequate provision to safeguard vulnerable users, pedestrians and cyclists.
- Work with parish and town councils to deliver local safety improvements and encourage safe and responsible behaviour by road users.



Transform our streets and places to create safe and social spaces

In recent years, the way we think about our public realm has begun to change. The car has traditionally dominated the design and use of our streets and public spaces in our city and town centres and throughout most neighbourhoods. Increasingly, concerns for our health, our safety and our environment, aligned with the importance of reinvigorating our local centres and communities, is leading us to invest in our public realm to create better places for people to live, work, visit and prosper. From a transport perspective, this can reduce the dependency on the car, by making walking, cycling and public transport more accessible and convenient and the natural choice in our city and town centres and neighbourhoods.

Transforming town and city centre streets and spaces can be beneficial in a number of ways. It can help to enforce a sense of place, a 'civic pride', encourage greater footfall and be a catalyst for regeneration and investment in property and businesses at a time when, unchecked, societal and lifestyle changes are threatening the traditional role of our towns and cities. Taking inspiration from recent successful schemes, we will look to add value to places, and to the businesses, homes and activities they support.

By placing people, rather than the car, at the heart of how our neighbourhoods are designed, can enable our streets to be places to socialise, to play, to be physically active, and to feel safe. Creating Civilised Streets, based on the government's Manual for Streets, was published by the county council in 2010 and recognised that residential streets are not simply to move people (and goods) from A to B but have an important role to play in supporting people's quality of life. The county council will review its approach to the design of street environments in local neighbourhoods, beginning with its work to support its Levelling Up plans targeting East Lancashire, through the creation of Liveable Neighbourhoods to support existing communities. The approach would see residents working with the county council to repurpose streets to enable people to move around more easily and to be able to incorporate physical activity into their daily routines.





Public transport and active travel

Our 2025 Vision

More people will be using sustainable travel for everyday and leisure journeys in Lancashire. Lancashire’s sustainable travel offer will put the user first, with services, routes and facilities prioritised and tailored to local needs. Innovative, value for money interventions will be contributing to reducing the numbers of vehicles on our streets and the environmental and health problems they create. We will support those who rely on alternatives to the private car, especially younger and older people, and those living in our more deprived communities and rural communities.

How we will get there (Priority Projects)

We will

- Deliver bus priority and other service improvements to make public transport the preferred choice of travel in Lancashire
- Improve the rail travel offer across Lancashire through the improvement of services and network infrastructure
- Put walking and cycling at the forefront of our local transport planning and bus travel for longer local journeys

Deliver bus priority and other service improvements to make public transport the preferred choice of travel in Lancashire

Bus services across Lancashire operate in a deregulated market, meaning we don’t control the bus network, franchise routes or control fares. Bus services, and the journey information, fares, ticket products and payment methods they offer, can vary considerably, by operator, amongst different age groups, and between different areas and particularly away from urban areas.

We have invested heavily in public transport infrastructure along key routes and at interchanges in recent years and have more recently re-invested in our tendered bus service network.

The council expects to spend almost £8 million, net of revenue, on supporting bus services, carrying 2.5 million passengers a year.

In the next three years, we will continue to work more closely with bus operators, alongside local communities, to create a network that people want and will use. The major changes introduced following the government’s launch of the national bus strategy Bus Back Better in 2021 offer the prospect for simpler, cheaper fares, consistent high quality journey information in more places, and more frequent services in the evening and at weekends.

The council has published a ten year Enhanced Partnership Plan and Scheme alongside its Bus Service Improvement Plan which together will deliver measures to restore confidence and grow patronage numbers back to pre-pandemic levels on public transport. Over this time, we will invest in physical and technology measures and in new ways of working to improve the customer’s experience and convenience.

The council’s bus service improvement plan targets by 2025 a 10% reduction in bus journey times, with 90% of non-frequent services being on-time, a reduction in excess waiting time for frequent services, a return to pre-Covid passenger numbers, and improved passenger satisfaction levels for safety, reliability, affordability with services that try to meet passenger’s needs.

To support the Enhanced Partnership, and in conjunction with all Lancashire’s bus operators, we are introducing a Passenger Charter that sets out the standards of what customers can expect when using bus services in Lancashire.

Many of the Lancashire’s tendered bus services help to support our rural communities by providing key links onto the wider network. Bus services are unable to fulfil every possible transport need, we therefore continue to support the community transport sector by providing dial-a-bus door to door services for those customers who are unable to access bus services. We are also looking at options to develop demand responsive transport services through the use of developing technologies to match services to local demand.





Public transport and active travel

Improve the rail travel offer across Lancashire

Lancashire's rail network plays an important part in our overall transport system, providing a range of intercity, regional and local services which serve a range of markets. The travel to work market in traditional peak periods has always been a strong focus for the rail system, but in recent years strong growth has been seen in leisure, education and off-peak travel.

A range of rail projects and initiatives are being developed, ensuring that Lancashire has a modern fit for purpose rail system that meets the widest range of passenger needs. Restoring Your Railway proposals are at varying stages of development (Poulton – Fleetwood, South Fylde Line and Rawtenstall to Manchester), new station projects are developing (Cottam Parkway), and brand new transport solutions are being introduced (Skelmersdale Bus / Rail link). Opportunities are also being seized in relation to High Speed 2 with the focus on Preston Railway station as both a national and local hub for passenger, capacity and wider property developments.

The county council is working closely with Transport for the North on developing and prioritising a range of reliability and performance improvements on the rail network to benefit existing services and to speed up journeys.

A key objective is to ensure that the rail network is attractive to current and future passengers. The county council will work with Network Rail and Train Operating Companies to lever in investment into stations and services, with a focus on improving passenger facilities at stations including access, parking, links for walking and cycling. Bids into central government Access for All and Levelling-Up programmes have recently been made with rail elements integral to wider bids.

The county council will continue to input into wider rail industry strategies and programmes to ensure that Lancashire schemes are prioritised.



Put walking and cycling at the forefront of our local transport planning

Walking and cycling continue to grow in popularity, representing a positive change in road usage from the pandemic, although walking and cycling rates for Lancashire remain below the national average, impacting people's travel horizons and health, and environmental quality. The renaissance in leisure cycling over recent years and the desire for greener and healthier travel bring many positives, with benefits to physical and mental health, to our local places and to the wider environment.

The county council's ten year strategy for cycling and walking was published in 2018. Through a range of interventions targeting places, people and promotional activity, the strategy targets a doubling of the number of people cycling, a 10% increase in the number of people walking, and levels of physical inactivity in every Lancashire district brought below the national average by 2028. In the next three years, we will refresh and roll forward our cycling and walking strategy, which will enable us to reflect the Government's latest vision in the national cycling and walking plan for England Gear Change along with its investment priorities set out in the second national cycling and walking investment strategy. To guide our investment decisions, we will continue our close dialogue with Active Travel England and during 2023 will publish a series of Local Cycling and Walking Infrastructure Plans to cover Lancashire. Where cycling and walking are not realistic options for daily journeys to work and other essential services, which might be because of distance and remoteness, topography, or the character of local roads, we will support the use of public transport for longer local journeys.



Lancaster Train Station



Strategic Partnerships

Our 2025 Vision

Lancashire will be an equal among regional partners recognising our importance to the northern economy and ability to grow and attract investment. We'll sustain and build on our capabilities and our reputation with Government for promoting credible transport improvements and our proven track record for delivering nationally-important transport programmes and major projects.

We'll enjoy ever closer ties with our local government partners ensuring alignment of our investment priorities and programmes for development and growth and complementary infrastructure delivery.

How we will get there (Priority Projects)

We will

- Establish Lancashire's high-level priorities for transport
- Build on our evidence and our capabilities to secure investment to a pipeline of plan-ready transport interventions
- Work with our partners to raise Lancashire's profile

Establish Lancashire's high-level priorities for transport

We will establish Lancashire's high-level priorities for transport to 2050, working with Lancashire partners to deliver the Lancashire 2050 strategic framework and develop a Lancashire infrastructure Plan to better integrate infrastructure and growth opportunities.

This strategy period will also see the publication of Lancashire's fourth Local Transport Plan, closely aligned with Lancashire 2050 in its production and priorities, which will provide the basis for the county council's transport activities and programmes for delivery into the next decade. This will be complemented by a series of strategies and plans to be produced by the council in support of decarbonising transport, electric vehicle charging infrastructure, local cycling and walking, bus service improvement and enhanced partnership working.



Build on our evidence and our capabilities to secure investment to a pipeline of plan-ready transport interventions

Lancashire has had many notable successes in attracting substantial awards of Government funding to maintain and improve our transport network. This coincides with a period in which Government has increasingly come to rely on funding competitions outside the Mayoral and Combined Authorities to distribute funding during which time annual grant settlements have fallen.

We will continue to develop credible evidence and work to secure Government investment towards improving Lancashire's walking, cycling, bus, rail and road infrastructure.

We will invest in our own technical and creative capabilities in order to deliver our current programme of transport infrastructure, representing an investment of more than £800 million over the next five years, and to bring forward a pipeline of plan-ready proposals for transport interventions to give ourselves the best chance to secure future funding nationally and locally.

We must be responsive to funding opportunities announced by the Government, to deliver the improvements necessary to support Lancashire's ongoing growth and development, with targeted interventions in key locations to tackle challenges including:

- east-west connectivity by both rail and road across the county through Pennine Lancashire, and strategic connections with West Yorkshire and beyond hampered by the long-standing congestion pinch point at Colne and no direct rail connection
- north-south connectivity affecting travel choices and journey time reliability between Pennine Lancashire and Greater Manchester
- rail and road network resilience through West Lancashire impacting journeys to local destinations and connectivity to Liverpool city region
- commitment nationally to transform Preston station into a modern, 21st century transport interchange, and to explore plans for a new crossing of the River Ribble west of Preston
- securing the full benefits of HS2 for Lancashire
- resolving outstanding capacity challenges through central Manchester risking the benefits of recent investment in the Preston to Manchester rail corridor
- capacity enhancements to the local rail network, serving Fleetwood and South Fylde, and trunk road network north of M55
- improving travel choices generally between our towns and cities, including development of an inter-urban 'superbus' network





Strategic Partnerships

Work with our partners to raise Lancashire's profile

To sustain Lancashire's achievements in an increasingly competitive funding environment, our efforts to raise Lancashire's profile and its voice across the Northern Region and nationally must focus on building and maintaining strong relationships with strategic partners in Government, Transport for the North, HS2 Ltd, Network Rail and National Highways.

The development of two regionally significant plans during the next three years present a particular opportunity for securing recognition to and funding towards Lancashire's transport priorities. The county council will build on its close working relationship with Transport for the North through the production of its second Strategic Transport Plan to build the case and lobby for Lancashire's transport priorities' inclusion in the northern region's investment programme.

Similarly, the county council will take every opportunity to engage with the Department for Transport and National Highways to shape and influence the preparation of the next Roads Investment Strategy for 2025-30 to stand the best chance of securing funding towards improvements to the county's strategic road network of motorways and trunk roads.

The county council will continue to work proactively with Transport for the North, Network Rail and Train Operating Companies to develop projects for improved rail services and infrastructure. Opportunities for funding will be explored with the rail industry, central government and third parties to ensure that small to medium scale improvement projects get delivered. We will work with local bus operators, as part of the Enhanced Partnership, to ensure that bus service can adapt, where required, to changes in demand and the local requirements.



We will work with Lancashire's district councils, and parish and town councils, to plan new development around walking, cycling and public transport use and unlock new growth with effective and affordable transport solutions.

We already enjoy close working relationships with a number of Lancashire's districts as partners to the delivery of multi-million pound transport interventions to support local development strategies, that are grounded in Local Plans and supported by Government funding programmes.

We must ensure those same close ties extend to all Lancashire's districts to be sure our collective priorities and efforts are aligned and opportunities aren't missed to make a lasting improvement to people's travel choices and experience.

This establishes a continuing role for the county council's Highways and Transport Master Plans, a series of sub-regional implementation plans under the umbrella of a new Local Transport Plan for Lancashire and developed alongside and supporting the development strategy to new Local Plans.

Closer working relationships with our district partners will be driven by maximising the opportunities presented during the development and implementation of the Lancashire 2050 framework to establish more integrated policies and activities.

Through this joint working we will look to secure an ambitious deal with Government for multi-year funding towards transport to give us the certainty to invest in our resources and capability and develop and deliver a credible long-term programme of investment to maintain and grow our transport network.



Preston Railway Station





Working as one – Wider impacts / Wider outcomes Integrated programmes

The four priorities set out in this strategy can all act independently of one another but work best when working in combination, including with other strategies, to manage our transport assets and deliver and maximise Lancashire’s transport offer. Working with partners on maintaining our highways assets, managing our network and its safety, developing our public transport and active travel networks, and building strategic partnerships to maximise our opportunities to achieve these, can create the conditions to stimulate economic growth, improve accessibility for everyone and target those in greatest need.

Delivering wider council priorities

Health

The County Council is committed to the promotion of a ‘Health in all Policies’ approach. From maintaining the condition of our highway assets, ensuring a safer network, widening access to jobs, services and recreation, and promoting cleaner, healthier travel choices, taking action to improve our transport has many benefits for our health and wellbeing.



Measuring progress and performance

The core priorities and activities set out in this Strategy will provide the framework for action planning. A separate implementation plan will sit alongside this strategy which will be reviewed annually, enabling us to refine our activity and develop new projects. Performance indicators and / or milestones will be established in our implementation plan to track progress against our projects and actions.

Governance

The milestones and performance indicators will be led by the council’s Growth, Environment and Transport directorate, though the wider input and contribution that all council services will have in delivering this strategy is recognised, with responsibility sitting with the relevant cabinet portfolio and scrutiny responsibilities.



Witchway service operating between Burnley and Manchester, at Rawtenstall Bus Station





Report to the Cabinet

Meeting to be held on Thursday, 19 January 2023

Report of the Director of Strategy and Performance**Part I**Electoral Division affected:
(All Divisions);**Corporate Priorities:**
Delivering better services;
Supporting economic growth;
Protecting our environment;**Revised Estate Road Specification**

(Appendix 'A' refers)

Contact for further information:

Paul Binks, Tel: (01772) 532210, Highways Asset Manager,
paul.binks@lancashire.gov.uk**Brief Summary**

The Estate Road Specification applies to works in, under, or over an existing or proposed vehicular highway by a third party under an agreement with the highway authority under S278 or S38 Highways Act 1980. It specifies the design criteria, the standards of materials and workmanship to be used, the ways and methods works should be carried out and the testing and quality standards that must be met in construction.

The existing Estate Road Specification was last updated in 2011. There have subsequently been significant developments in principles of design, in particular active travel and an increased focus on sustainability and carbon reduction. This proposed update to the Estate Road Specification is in line with these developments and supports the corporate priorities of delivering better services, protecting our environment, and supporting economic growth.

Recommendation

Cabinet is asked to:

- (i) Approve the proposed revised Estate Road Specification as set out at Appendix 'A'.
- (ii) Authorise the Director of Strategy and Performance, in consultation with the Cabinet Member for Highways and Transport, to publish the revised Estate Road Specification.

(iii) Authorise the Head of Service - Asset Management to approve ongoing revisions to the Estate Road Specification, as required as a result of revisions to national policy and standards.

Detail

Background

The existing Estate Road Specification was last updated in 2011. There have subsequently been significant developments in principles of design, in particular active travel and an increased focus on sustainability and carbon reduction. This proposed revision of the Estate Road Specification is in line with these developments and supports the corporate priorities of delivering better services, protecting our environment and supporting economic growth. The proposed specification revises the acceptable and preferred materials to be used for the construction of estate roads. Approval of this revision is sought in recommendation (i).

Standards

The British or European Standards referenced within the document have been updated and amended as required to account for any changes, updates or more appropriate alternative standards. Following the UK's withdrawal from the European Union, changes have been introduced in regard to construction products certification, and additional changes are emerging. The previous requirements for construction products to be tested and pass a conformity assessment to European Union Construction Products Regulation 305/2011 and those covered by a European harmonised standard to carry a CE (i.e., conformity to European health, safety and environmental protection standards) mark has been amended to allow such products until 1 January 2023. From 1 January 2025 onwards any goods or materials to be manufactured or supplied subject to a quality management scheme or product certification scheme shall need to comply with United Kingdom Construction Product Regulations, as per Statutory Instrument No. 465 The Construction products (Amendment etc.) (Exit) Regulations 2019. For products covered by a UK Designated standard (formerly a European harmonised standard) then a Declaration of Performance and a UK Conformity Assessment (UKCA) marking is required.

Design Criteria

Since the last update of the Estate Road Specification significant changes to the practice of estate road design have occurred. A focus on designing estates to better promote more sustainable ways of living and modes of travel have driven these changes. The main current document promoting this is Local Transport Note 1/20 Cycle Infrastructure Design.

The Department for Transport Manual for Streets document, currently in its 2nd version is also in the process of being significantly and fundamentally updated to better promote sustainable development. As such, in anticipation of the publishing of this document the new Estate Road Specification anticipates its release by making its necessary requirements mandatory upon release. There is no proposal to amend the requirements of Manual for Streets 3 when released as it has been extensively

consulted upon on a nationwide basis and will be considered absolute best practice that the county council should follow.

Materials

The most substantial change to the Estate Road Specification concerns the choices of materials for carriageway and footway/cycletrack construction. Traditional hot mix asphalt, incorporating virgin materials for the lower layers of the roads and footways/cycletracks have been replaced as the preferred choice by cold mix, cold recycled and in-situ stabilised materials.

The switch to cold mix and recycled products will allow the reuse of existing high-quality aggregates that might have otherwise been downcycled or disposed of. This will, if adopted across the county reduce the demand on virgin aggregates reduce finite resource use (such as imported bitumen which is subject to volatile pricing in line with global oil demand), while also significantly reducing the carbon footprint of new developments.

The use of cold mix materials also has health and safety benefits to workers and communities. The ambient mixing temperatures eliminates the majority of fumes and emissions (such as Volatile Organic Compounds and Nitrous Oxides, etc.) produced during production and installation.

The use of in-situ stabilisation methods in-lieu of imported capping materials will significantly reduce vehicle movements, therefore reducing disruption to local communities, reduce damage to the local road network and again reduce the carbon footprint and material and resource use.

These materials have equivalent performance to traditional hot mix, virgin materials, as evidenced by successful use by the county council's local highways operations teams for the last 3 years.

Prescriptive testing requirements are included in the specification to ensure the quality of the produced and installed materials and means for dealing with any non-conformances are also included.

Durability is also a key consideration with discretion given to the county's engineers to request the use of alternative, more durable materials in certain situations.

Further revisions

Where future revisions will reflect revisions to national policy and standards it is proposed that approving such revisions is undertaken by officers and that the Head of Service - Asset Management be authorised to approve ongoing revisions to the Estate Road Specification, as required as a result of revisions to national policy and standards.

Consultations

Operational level management in Developer Support have been consulted throughout the development of the document. Comments received have been taken account of in the final specification.

Implications:

This item has the following implications, as indicated:

Risk management

It is considered that the implementation of this new, updated and more prescriptive specification will ease the approval of contemporary materials and methods of working. Therefore, if not implemented there will be an ongoing increase in officer time to manage scheme specific approvals of such materials and methods.

The existing Estate Road Specification does not include such prescriptive requirements with regards to materials quality management and testing. Implementation of the proposed Specification should therefore work towards highways which require less intervention over time

The proposed specification includes performance-based specifications for all products and does not include proprietary or branded products, therefore eliminating any potential issues or challenges relating to procurement or competition.

Legal

When works are done on highways maintainable at public expense the standard ought to be such that the county council's duty to maintain to appropriate standard is fulfilled. The standards of materials and workmanship can be required by the authority acting reasonably.

List of Background Papers

Paper	Date	Contact/Tel
None		
Reason for inclusion in Part II, if appropriate		
N/A		

Estate Road Specification

January 2023

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Glossary of abbreviations

AC	Asphalt Concrete
AGS	Association of Geotechnical & Geotechnical Specialists
AAV	Aggregate Abrasion Value
AIP	Approval in Principle
BS	British Standard
BS EN	Designated British Standard version of a European Standard that has been adopted by a regional European standardising body
BS EN ISO	An International Standard, adopted at European level, released in British English, by the British Standards Institute
CBGM	Cement Bound Granular Mixture
CBR	California Bearing Ratio
CE	Conformity with European health, safety, and environmental protection standard
CRBM	Cold Recycled Bound Material
DfT	Department for Transport
DMRB	Design Manual for Roads and Bridges
DNO	Distribution Network Operator
ELA	Energy Liability Acceptance
EU	European Union
FWD	Falling Weight Deflectometer
HBM	Hydraulically Bound Mixture
HRA	Hot Rolled Asphalt
IDNO	Independent Distribution Network Operator
IET	Institution of Engineering and Technology
ILP	Institution of Lighting Professionals
ISO	International Organization for Standardization
LCC	Lancashire County Council
LLFA	Lead Local Flood Authority
LRQA	Lloyd's Register Quality Assurance
LTN	Local Transport Note
LWD	Lightweight Deflectometer
MCHW	Manual of Contract Documents for Highway Works
MPa	Megapascals
msa	Million Standard Axles
PD	Published Document (normally a guidance document published by the British Standards Institute)
PPV	Polished Paver Value
PSV	Polished Stone Value
PTR	Pneumatic Tyred Roller
sa	standard axles
SMA	Stone Mastic Asphalt
SROH	Specification for the Reinstatement of Openings in Highways
ST	Standardised Prescribed Concrete
TRL	Transport Research Laboratory
UKCA	United Kingdom Conformity Assessed



1 General

1.1 Specification

This Specification (Specification) is based on extracts from the National Highways Specification for Highway Works and the Code of Practice for Highway Maintenance Management, together with additional Lancashire County Council (LCC) requirements. Reference may have to be made to British and European Standards for complete descriptions of the work and materials. Where a development includes any new, or existing highway structures as defined in Clause 2.9 then the Developer shall obtain from the Director of Highways and Transport the current requirements for such structures which include not only the Specification, but procedures for obtaining the approval of the Director of Highways and Transport to the Developer's proposals.

1.2 Nomenclature

The nomenclature on this Specification is that contained in the Glossary of Building and Civil Engineering terms BS 6100; sub-section Highway Engineering. The term 'The Engineer' means the relevant Person or Persons working on behalf of the Director of Highways and Transport. Types of highway and parts of highway are as defined in Highways Act 1980. Estate road carriageway descriptions for the purpose of carriageway pavement design are indicative and relate to the anticipated traffic levels as indicated in the relevant tables within section 5

1.3 Quality Assurance and Standards

Unless otherwise specified all materials shall comply with the current edition of the appropriate British or Designated European Standard and shall be transported, stored, and incorporated in the works in accordance with the requirements or recommendations of that Standard. Any tests on materials and workmanship which are carried out will be conducted in accordance with the British or Designated European Standard.

Where work or materials required are covered by a Quality Assurance Scheme only work or materials provided through such a scheme shall be used.

The requirement for any goods or materials to be manufactured or supplied subject to a quality management scheme or product certification scheme shall be satisfied by compliance with United Kingdom Construction Product Regulations, as per Statutory Instrument No. 465 The Construction products (Amendment etc.) (Exit) Regulations 2019. For products covered by a UK Designated standard (formerly a European harmonised standard) then a Declaration of Performance and a UK Conformity Assessment (UKCA) marking is required.

Construction products tested and passing a conformity assessment to EU Construction Products Regulation 305/2011 and those covered by a European harmonised standard and carrying a CE mark will be accepted until 31st December 2024.

1.4 Adoption

This Specification shall apply to any carriageway, footway, margin, verge, paved area, highway structure, highway drainage system, or highway equipment and street lighting system being constructed or installed as part of a development and which it is desired



to adopt as or as part of vehicular highway for maintenance at public expense. Advice on the requirements and procedures for adoption is given in the LCC residential road design guide "Creating Civilised Streets".

Any departure from the Specification will require the consent of the Head of Service-Asset Management

Immediately before adoption the Developer shall provide the maintaining highway authority with copies of plans showing areas agreed for adoption and easements for maintenance of structures together with details of construction, drainage, and lighting. Street lighting may be taken over in advance of the adoption of road works in accordance with Clause 9.11, together with as-built drawings and health and safety file

The ownership of surplus areas of land adjacent to an adopted road, and particularly between a service road and other adopted highway must be defined and agreed with the District Council as an amenity area, or by other ownership means.

1.5 General

Work of construction of all roads, footways, highway drainage, street lighting systems or highway structures shall be carried out to the complete satisfaction of the Engineer; facilities shall be given to him at all stages of construction for the inspection, checking and testing of the works in progress. The whole of the works shall be constructed in accordance with the drawings, unless otherwise agreed with the Engineer. The works shall be maintained by the Developer for a period of twelve months from the date of the maintenance certificate (Part 2), as certified in writing, by the Engineer.

The Developer shall restore to the satisfaction of the Engineer, any highways, fences and other existing surfaces or highway furniture which may be interfered with by the construction of the works. All services, pipes and culverts or other property which may be interfered with in the progress of the works or any existing sewers to be retained shall be carefully supported, protected, or re-laid where necessary and in such a manner as the Statutory Authority may direct. Any damage done to services, sewers, etc. must be reported to the appropriate Authority immediately.

All surplus materials shall be disposed of off-site by the Developer and the site left to the approval of the Engineer. During building operations all highways, inclusive of drainage, adjacent to the site used by the Developer for transporting materials to and from the site shall be kept clean and free from debris by the Developer. A satisfactory access to all existing property bordering the site must be maintained throughout the construction period.

The Developer shall submit for the Engineer's approval details of access routes for construction traffic prior to commencement of work.

1.6 Works on existing Highways

Any works to existing adopted highways must be carried out under a Section 278 Agreement of the Highways Act 1980 or such other appropriate Highways Act 1980 consent or licence.

Where work must be carried out on or adjacent to an existing public highway or a highway to which the public has access, the work shall be executed in accordance

with Chapter 8 of the Traffic Signs Manual published by The Stationery Office. Note- a Temporary Traffic Regulation Order may be required.

Where one-way traffic is unavoidable, traffic shall be controlled by a proper system of vehicle-actuated light signals or other means to be approved by the Engineer.

Where the works involve the obstruction of a footway the Developer shall provide an alternative safe footway properly signed, guarded, and lit, in accordance with Chapter 8 of the Traffic Signs Manual and Safety at Street Works and Road Works: A Code of Practice. Reference shall be made to DfT guidance found within "Inclusive Mobility".

Approval of the Engineer must be obtained before excavation is undertaken in any embankment or existing ground providing support to the highway. The Developer shall agree arrangements for the design of any structure with the Engineer.

The Engineer must be informed before any works commence in an existing public highway. Any excavation in and reinstatement of existing highway surfaces shall be planned and undertaken in accordance with the requirements of '[The Lancashire Permit Scheme for Road & Street Activities](#)'. This includes the submission and approval of a PA1 form for road space booking.

1.7 Mud, debris, and dust on the public highway

Highways in the vicinity of the works must be kept free from mud, debris and dust resulting from the works and measures shall be taken to protect the public from nuisance arising their public highways from.

Warning signs must be exhibited whilst work is in progress and carriageways, footways and drains affected must be regularly cleaned.

1.8 Control of noise

The best practicable means to prevent or reduce noise during the execution of work shall be used including the use of effective silencers on power-operated plant and equipment and the use of a purpose-made muffler on any pneumatic breaker or drill.

1.9 Prohibition use of the highway

Existing public highways shall not be used as sites for stockpiling and storing plant, vehicles, use of the materials or equipment. The Contractor shall be liable for the cost of reinstatement if damage has been caused to highways.

1.10 Order of work

The programme for construction shall cater for the following requirements:

All work within the area of carriageway construction such as drainage and sewerage work, installation of statutory undertakers' mains and any service cross connections, ducts and manholes for future cabling and street-lighting cross connections should be complete wherever possible before highway construction is commenced.

Highway construction shall then be carried out in two stages:

Stage 1

- Formation preparation, sub-base, roadbase, kerbs, channels, and gullies. All pipe, duct and cable connections shall be marked.
- Install street lighting prior to occupation of dwellings.



- Then follows site development and making service connections.

Stage 2

- Make good as necessary all faults including settlement and apply binder course regulating layer.
- Complete footway construction and carriageway surfacing.

1.11 Street name plates

The Developer shall provide and erect street name plates to the specification and satisfaction of the District or City Council.

1.12 Statutory Undertakers Equipment

Layout details and positioning of statutory undertakers' equipment shall be in accordance with 'Volume 1 – Street Works UK guidance on the positioning and colour coding of underground utilities' apparatus' and 'Volume 2 – Street Works UK guidelines on the positioning of underground utilities apparatus for new development sites'.

1.13 Design Criteria

Development proposals shall satisfy the principles of the LCC residential road design guide "Creating Civilised Streets" and Manual for Streets.

Cycling infrastructure shall be designed in accordance with 'LTN1/20 Cycle Infrastructure Design'.

Reference shall be made to Manual for Streets 2 'Wider Application of the Principles' for details of widths, alignments, gradients, crossfalls and intersections for all traditional housing layouts. Manual for Streets 3, when released shall supersede as necessary any requirements within the proceeding versions of the Manual for Streets.

The Developer must adhere to the Department for Transport advice on mobility found within "Inclusive Mobility". Variations must be agreed with the Engineer and will only be approved in exceptional circumstance where external factors such as topography make the requirements impossible to meet.

Lighting designs shall be in accordance with the requirements of the LCC Code of Practice on Road Lighting and Highway Electrical Systems Design and any specific design requirements of the Engineer.

1.14 Supervision

The Developer or works promoter shall appoint a competent representative on the site and the Engineer shall have the right to ask for the removal of an unsatisfactory representative.

1.15 Materials and Workmanship

Prior to incorporating any material into the permanent works, the Developer shall submit to the Engineer for his approval a list of his proposed suppliers and of the sources of materials to be used. Where required the Developer shall also submit samples of materials to the Engineer for approval, the quality of such samples being representative of those to be used. The source of materials shall not be changed without the approval of the Engineer.



During construction, testing of materials will be carried out by the Engineer at his discretion. The Developer shall afford to the Engineer full power to test, at the expense of the Developer, all components, materials, tackle, or workmanship and to reject any which in his absolute discretion shall appear to be unsatisfactory. In the event of any rejection, the Developer shall replace the rejected parts with such replacements as shall be acceptable to the Engineer. In this regard the Developer shall permit the Engineer to have access (in so far as is practicable) to all components, materials or tackle intended for use in the carrying out of the Highway Works whether on site or on Highway Land and shall permit the taking up and removal of any part or parts for analysis and testing.

1.16 Highway Structures

Highway structures include bridges, culverts and retaining walls, where they are defined as:

Bridges or culverts having a span of 1.5 metres or more, in the case of multiple pipe or multiple box section culverts, any structure having a total-cross sectional area of waterway exceeding 2.2 square metres.

In the above definition span refers to the distance between centre of supports and not the clear distance between supports. In some instances, it is difficult to obtain the actual span (e.g., structures which are part of long culverted watercourses). In these cases, the following clear spans shall be considered as equivalent to a 1.5 metre span.

Construction	Clear Span (metres)
Masonry arches or slabs on masonry abutments	1.2
Reinforced concrete boxes	1.3
Concrete pipes	1.4

Table 1 - Structures spans

Retaining walls are defined as:

- Walls irrespective of height supporting or necessary for the support of highways and
- Walls irrespective of height supporting land or property above highways and within 3.65 metres of the edge of the highway.

Highway Structures will be subject to Approval in Principle (AIP) agreements, commuted sums, and associated easements in addition to a Section 38 Agreement of the Highways Act 1980 and Structures Agreement in connection with their adoption.



2 Cement, Mortar and Grout

2.1 General

Unless otherwise stated, any reference to a concrete mix in this Specification shall be deemed to be a reference to concrete to this Clause.

When a concrete mix is specified, it shall be a mix complying with BS 5328 and may be purchased from an approved ready-mixed concrete supplier or site batched and mixed.

2.2 Materials

Cement for Concrete Cement shall comply with BS EN 197-1:2011 and shall comprise ordinary portland cement to BS EN 197-1:2011 combined with ground granulated blast furnace slag to BS EN 15167-1:2006 or combined with pulverised-fuel ash to BS EN 450-1:2012 as permitted in BS 8500: -2:2015 for each concrete mix.

Suitable provision for the storage of cement and for its protection against atmospheric influences shall be made by the Developer to the satisfaction of the Engineer.

The use of bulk cement will be permitted only after the Engineer has approved:

- The method of transport and containers to be used.
- The method of discharge and storage.

Aggregate for concrete shall be obtained from sources to be approved by the Engineer and shall comply with BS EN 12620:2002.

Only fresh, clean water from a public utility undertaking mains supply or other source approved by the Engineer shall be used for mixing cement mortar, grout, or concrete. A Developer not using a public utility undertaking water supply will be required to provide, at three monthly intervals, a certificate of compliance with BS EN 1008, water being sampled and tested by a testing organisation approved by the Engineer.

2.3 Mortar

Cement mortar shall consist of Ordinary Portland Cement complying with BS EN 197-1:2011 and sand complying with BS EN 13139:2002 mixed in the following nominal volume proportions:

Where used for pipe joints: 1 part of cement to 3 parts of sand.

- For rendering, fillets, grouting and margins: 1 part of cement to 2 parts of sand.
- For brickwork, kerbs, and manholes: 1 part of cement to 3 parts of sand.

Polyester resin bedding mortars shall be based on thermosetting organic polymers consisting of stable fluid and/or solid components which on mixing react chemically to form a hardened solid mass.

Fillers or aggregates to be incorporated in accordance with the manufacturer's recommendations, to extend or modify the properties of the resinous composition, shall be pre-bagged, dry and factory proportioned. The addition of other fillers or aggregates shall not be permitted.



Mixing, placing, and curing shall be carried out in accordance with the manufacturer's written instructions.

All mortar shall be conveyed fresh to the work as required for use.

No mortar shall be used or re-mixed for use after it has set or commenced to set.

2.4 Cement Grout

Cement Grout shall consist of Portland cement and water thoroughly mixed in the proportion of one part by volume of cement to one and a half by volume of water. The grout shall be used within one hour of mixing. Where required by the Engineer, sulphate resisting Portland cement shall be used.

2.5 Steel

All steel used in reinforced concrete shall comply with the requirements of the appropriate Reinforcement British Standard as set out below:

Type	BS
Hot Rolled Steel Bars	4449 (B500B or C)
Cold Worked Steel Bars	4449 (B500B or C)
Hard Drawn Mild Steel Wire	4482
Steel Fabric	4483

Table 2 - British Standards for steel reinforcement

Steel fabric reinforcement shall be welded at the intersections and delivered to the site in flat mats.

2.6 Tying Wire

Tying wire for steel reinforcement shall be 1.6mm diameter soft annealed iron wire for unexposed surfaces and 1.2mm diameter stainless steel wire for exposed surfaces and throughout bridge decks.

2.7 Cover Blocks and Spacers for Reinforcement

Cover blocks and spacers shall be as small as possible consistent with their purpose, of a shape acceptable to the Engineer and designed so that they will not overturn when the Reinforcement concrete is placed.

Concrete cover blocks shall be manufactured with a 10mm maximum aggregate size and produced to the same strength as the surrounding concrete. Wire cast in the block for the purpose of tying it to the reinforcement, shall comply with Clause 2.6.

Other proprietary spacers may be used with the approval of the Engineer.

2.8 Formwork

All formwork shall be rigid and tight to prevent loss of grout or mortar and to maintain the wet concrete in its correct position to the required shape and profile until hardened. The surface finish of any exposed concrete shall be not less than that which can be obtained from formwork properly constructed from wrought thickened square edged boards arranged in a uniform pattern. Internal metal ties which require to be withdrawn through hardened concrete shall not be used where either face is permanently exposed.



2.9 Structures

Additional scheme specific requirements may apply to structures (See Clause 1.16).



3 Highway Drainage

3.1 General

This section of the Specification is applicable to highway drains. For the construction of sewers, advice should be sought from United Utilities or other water and sewerage authority as appropriate.

Concrete or precast concrete products which are exposed to sulphates in the ground or ground water should accord to the requirements of Building Research Establishment Special Digest SD1.

Proposals to divert, modify or culvert any watercourse passing through the Developer's site shall have ordinary watercourse consent from the LCC Flood Risk Management Team as the Lead Local Flood Authority (LLFA) and/or an Environmental Permit for Flood Risk Activities from the Environment Agency for works to main rivers. This includes works within 8 meters from the top of the banks of any watercourse. To find more information and apply:

- Environmental Permit for flood risk activities on main rivers: [Flood risk activities: environmental permits - GOV.UK \(www.gov.uk\)](http://www.gov.uk)
- Ordinary Watercourse Consent: [Alterations to a watercourse - Lancashire County Council](#)

The Highway Authority will require evidence that the required consents and/or permits have been acquired from the relevant regulatory authority, which **must** be acquired prior to any works taking place. Failure to provide this evidence may result in the highway being unadopted.

Highway drains shall be in roads and public areas and not within curtilages. They shall be constructed in straight lines between manholes which shall be provided at intervals not exceeding 100 metres and at all changes of direction, gradient or at junctions with sewers or other drains. Changes of direction shall be accommodated within manholes.

The structural design of pipelines shall be carried out in accordance with the recommendations of the Building Research Station publication 'Simplified Tables of External Loads on Buried Pipelines'.

The erection of buildings directly over highway drains intended for adoption will not be permitted.

No highway drains less than 150mm diameter will be considered for adoption. The area of carriageway draining to one gully shall not exceed 250 square metres.

All drainage works shall be completed, and all trenches and pits backfilled before carriageway construction commences.

3.2 Sub-soil drainage

Where deemed necessary by the Engineer, sub-soil drains shall be used to prevent drainage infiltration of water into footway and carriageway formation in situations, such as where roads are constructed on sidelong ground. They shall consist of porous concrete, perforated earthenware, perforated PVC, or open-jointed pipes complying



with the appropriate British Standard laid accurately to straight gradients and alignments in trenches. The gradients shall be to the satisfaction of the Engineer.

Any sub-soil drainage provided shall not be connected directly into the highway drain but shall be properly linked with junction pipes to discharge into catchpit manholes and outfall into the surface-water drainage system.

Existing land drains and springs severed by the work shall be made good and similarly connected into the surface water drainage system and not into a foul sewer, subject to the approval of the Engineer. All such connections shall be recorded, and a plan kept up to date for the Engineer's inspection. Upon completion of the drainage works a plan shall be provided for the Engineers retention, sub-soil, cut-off, formation, and pond drains shall be filled with an approved free draining (Type B) material. The LA Value shall be more than 50kN when tested in accordance with BS EN 13242:2002. The material shall also comply with the following requirements:

- Grading

BS Sieve Size	Percentage passing by mass
80mm	100
63mm	98 – 100
40mm	80 – 99
20mm	0 – 20
10mm	0 - 5

Table 3 - Land drainage medium grading

- The material shall have a water-soluble sulphate content of less than 0.38% of sulphate (as SO₃) when tested on accordance with BS EN 1744-1:2009, Clause10.

3.3 Sewers, drains and apparatus

When excavating within a highway, drains, sewers, cables and other highway apparatus and apparatus together with statutory undertakers' apparatus must be located by hand in advance of machine excavation in accordance with HSG47.

If any apparatus is encountered the highway authority and the statutory undertaker shall be notified immediately and no pipe or cable shall be disturbed without their approval.

Excavation in and reinstatement of existing highway surfaces shall be in accordance with the requirements of the relevant Application for Permission to Open Highways of the Local Authority. The application form shall be completed and approved by the Engineer prior to work commencing.

3.4 Pipes

Clay pipes and fittings shall comply in every respect with BS EN 295:2013 and shall be supplied with an approved spigot and socket flexible joint sealed with a rubber ring. Manufacturer's specialist flexible joints may be used with the approval of the Engineer. Pipes shall be British Standard, British Standard Extra Strength, or British Standard Super Strength as appropriate. Cement mortar joints may be used only in special cases and must be subject to the approval of the Engineer.

Concrete pipes and fittings shall comply in every respect with BS 5911:2021 and shall be supplied with an approved spigot and socket flexible joint sealed with a rubber ring.



Components with sizes or strengths outside the ranges covered by BS 5911:2021 shall comply with the requirements of that standard where appropriate.

Where the Developer proposes to use concrete pipes, he must produce to the Engineer evidence of the chemical properties of the sub-soil and ground water. Where adverse conditions occur, the Developer must submit for approval details of protective measures to be taken.

Plastic pipes shall be used in gully connections only and not as highway carrier drains. They shall be un-perforated with watertight joints and with a pipe stiffness in excess of 1400N/m², when tested in accordance with BS 4962:1989, and a resistance to impact complying with BS 4962:1989 except that the striker used in the test shall have a mass of 1kg and a hemispherical radius of 25mm.

3.5 Pipe Bedding Material

Granular Bedding Material – Granular material used as bedding for pipes shall consist of gravel or crushed stone. It shall be hard durable crushed limestone, igneous rock, or gravel free from clay and other extraneous matter and shall be from an approved source. The LA Value shall be more than 50kN when tested in accordance with BS EN 13242:2002. The material shall also comply with the following requirements:

- Grading (PD 6682 – 1:2009 Table C.1 10/20 single-sized)

BS Sieve Size	Percentage passing by mass
40mm	100
31.5mm	98 – 100
20mm	85 – 99
10mm	0 – 20
4mm	0 - 5

Table 4 - Pipe granular bedding material grading

- The material to be used for bedding and surround for concrete pipes shall have a water-soluble sulphate content of less than 0.38% of sulphate (as SO₃) when tested in accordance with BS EN 1744-1:2009, Clause 10.

Concrete for pipe bedding shall be mix ST4, medium workability.

3.6 Manhole covers and frames

Manhole covers and frames shall have a minimum 600mm square clear opening and shall and frames comply with BS EN 124:2015 and shall be marked with the BS Kitemark or Lloyd's Register Quality Assurance (LRQA). All covers shall be to Class D400 and shall provide a permanent non rock performance whilst in operation. All covers shall be made from ductile iron with no infilling.

Manhole covers in carriageways shall have a minimum depth of frame of 150mm and shall be capable of supporting without fracture an additional test load of 400kN with the 250mm diameter test load bearing block placed in any position wholly within the perimeter of the cover section.

Manhole covers in footways and verges shall have a minimum depth of frame of 100mm and shall be capable of supporting without fracture an additional test load of 350kN with the 300mm diameter test load bearing block placed in any position wholly within the perimeter of the cover section.



Manhole covers and frames shall be bedded on polyester resin mortar to Clause 2.3. They shall be accurately set for level and position as necessary on precast concrete adjusting units conforming to BS EN 1917:2002 and BS 5911-3:2010.

3.7 Fibre Board

Fibre board for use at pipe joints to preserve the flexibility of concrete protected pipelines shall be bitumen impregnated fibre building board complying with BS EN 622-4:2019, or other similar material approved by the Engineer.

3.8 Puddle Clay

Puddle clay shall be produced from a clay with a liquid limit between 30 and 60 and a plasticity index which is greater than the difference between 0.73 times the liquid limit and 15. It shall be free from topsoil, roots, peat, and any other organic soluble material. It shall also be free from boulders, cobbles, and gravel exceeding 20mm in size and shall have a clay fraction, as measured in accordance with BS 1377, greater than 30%.

Water shall be added as required and the clay worked by a manual or a mechanical method (such as a pugmill or repeated working over by tracked plant) to produce a homogeneous watertight material of a suitable consistency for placing in the Works.

After working and immediately prior to placing, the material shall be subject to the approval of the Engineer.

3.9 Precast Concrete Setting Blocks or Pipes

Blocks shall have rectangular faces and have sufficient plan area to prevent punching of the Setting Blocks blinding concrete or formation. They shall be cast in an approved mould and shall not be used until they have achieved a crushing strength of 13.5MN/m² determined from 150mm cubes cast and cured under identical conditions.

3.10 Types of Gully Chambers

Gully chambers for carriageways shall be:

- Pre-cast concrete gully and cover slabs to BS 5911-6. 450mm diameter x 760mm deep with 150mm diameter outlet, complete with rodding eye stopper.
- In-situ cast gully formed by plastic rising liner with minimum thickness of 150mm ST4 concrete bed and surround. ST concrete to MCHW (Manual of Contract Documents for Highway Works) Clause 2602.

Mortar bedding to comply with MCHW Clause 507.

Gully chambers shall have external traps, unless the Engineer approves un-trapped chambers where the connection is to a surface water drain and not to a foul sewer.

3.11 Gully Grates and Frames

All gully gratings shall be end hinged at the end nearest the oncoming traffic and shall be captive within the frame.

Gully gratings and frames shall comply with BS EN 124:2015 Class D400 and shall be marked with the BS Kitemark or LRQA and shall provide a permanent non rock performance whilst in operation. All gully gratings and frames shall be made from ductile



iron and shall have a minimum depth of frame of 100mm and a minimum waterway area of 1020cm².

The grating and frame shall be capable of supporting without fracture an additional test load of 400kN with the 300mm x 235mm test load bearing block placed at any position wholly within the perimeter of the grating section

Gully grates and frames for footways shall be 225mm square, hinged to BS EN 124:2015.

Gratings to be raised on precast concrete adjusting units conforming to BS EN 1917:2002 and BS 5911-3:2010.

3.12 Excavation for Pipelines and Manholes

Excavation in trenches and pits within the boundaries of highways to be adopted shall be made with vertical sides unless the specific approval of the Engineer is obtained to use Manholes battered sides.

Trenches shall be true to line and gradient as shown on the drawings approved by the Engineer and the width and depth shall not exceed that required to contain the permanent work except where special provision is made for additional excavation for working space or the Engineer orders extra width or depth for the proper construction of the work or for inspections or tests.

The width of trenches shall be a maximum of the external diameter of the pipe +600mm, and a minimum of the external diameter of the pipe +300mm.

Where trenches are cut with stepped or battered sides the steps or batters shall commence a minimum distance of 300mm measured vertically above the crown of the pipe when laid in its correct position. Below this position trenches shall be cut with vertical sides

The last 150mm of excavation to formation level shall not be removed until the Developer is ready to commence construction of the permanent works.

3.13 Support of Excavations

The Developer shall supply and fix outside the limits of the permanent work sufficient timbering and other support necessary to permit the proper construction of the permanent work. The Developer shall give reasonable notice of intention to withdraw support of any kind and shall not proceed with the withdrawal until the excavation and permanent works have been inspected by the Engineer. Support shall conform to BS 6031:2009.

3.14 Treatment of over-break and slips

In the event of an over break or slip occurring, or the Developer allowing material at, or below, overbreak and the trench, or pit bottom to become unsuitable, all the loose, disturbed, or unsuitable material slips shall be removed, the excavation trimmed back to vertical faces and the excess excavation treated as follows:

- In the bottom of the trench or pit the excess excavation shall be filled with mix ST2 concrete, medium workability. Where in the opinion of the Engineer

satisfactory support can be achieved, pipe bedding material as per Clause 3.5 may be used as an alternative.

- Where the trench or pit is to contain a pipe or manhole which is to have a concrete protection, any excess width of excavation shall be filled with extra concrete as part of the surround or protection.
- Where the pipe or manhole is not to have a concrete protection the excess width of over-break and excavation shall be filled with mix ST2 concrete, medium workability, or filled in the slip's same manner as the trench or pit of which the over-break is part, as directed by the Engineer.
- Excess excavation above the pipe or surround shall be filled in the same manner as the trench or pit of which the excess is part with the prior approval of the Engineer.

3.15 Separation and protection of excavated material for reuse

Excavated material for re-use as fill shall be protected from weathering action or damage which if left unprotected would cause an increase or decrease in the natural moisture content or physical deterioration. The measures which should be undertaken for protection are:

- The amount of excavated soil stockpiled on the surface shall be kept to a minimum. Excavated material if suitable for re-use as backfilling shall be used as soon after excavation as possible.
- Excavated materials for re-use must not be allowed to become contaminated with unsuitable material.
- Excavated material for re-use must be stockpiled clear of any water channel, or low spot in which water may collect.
- Excavated material must be stacked in a compact, ridged heap which will shed water.

3.16 Dewatering trenches and pits

Adequate arrangements shall be made to prevent water collecting in excavations.

The formation and excavations shall be kept free from water during the progress of the works and the Developer shall make provision for all labour, materials, pumps, and maintenance thereof necessary for the purpose.

Where sump holes are found to be necessary below the formation of the trenches their positions shall be approved by the Engineer, and the Developer shall form such sumps, and on completion fill up to the formation level of the trench with mix ST2 concrete, medium workability. Pumping operations shall be conducted so as not to endanger the foundation or stability of any of the adjoining structures. Moreover, flow shall not be discharged into new or existing sewers or watercourse without the approval of the Engineer in addition to the required permissions from the Environment Agency, the Water and Sewerage company and the LCC Flood Risk Management Team as the LLFA, where such permissions are required. Under the Land Drainage Act 1991 (as amended by the Flood and Water Management Act 2010) the LLFA are responsible for regulating ordinary watercourses; this includes, for example, constructing a temporary or permanent structure in an ordinary watercourse. Further details of what requires ordinary watercourse consent can be found on our website:



<https://www.lancashire.gov.uk/flooding/drains-and-sewers/alterations-to-a-watercourse/>

Applicants should seek advice from the Environment Agency on water quality impacts and abstraction licenses associated with dewatering activities. Works to or within 8 meters of the top of the bank of a main river may require an environmental permit from the Environment Agency.

Discharge to public sewers may require permission from the relevant Water and Sewerage Company. Discharge to a highway drain will only be considered in exceptional circumstances and remains at the discretion of the highway authority. Evidence that the applicant has acquired all the relevant permissions will be required by the Highway Authority.

In the event of the Developer requiring drainage grips, channels or sub-drains, the Engineer will permit these to be constructed below the level of and within the width limits of the permanent work, provided the Engineer has approved the details of the Developer's proposals.

Any sub-drainage that the Developer constructs below the permanent works shall, if left in place, be made to provide support at least equal to the permanent support. Ballast filled sub-drains underneath permanent in-situ concrete shall be covered with a waterproof membrane.

No sub-drainage pipes shall be left in unless they are filled with mix ST2 concrete or other approved material.

3.17 Bedding and Laying Pipes

The laying of all pipes shall be commenced at point of outfall unless otherwise agreed with the Engineer, and any necessary junctions shall be inserted as the work proceeds and shall be laid true and to lines and levels as shown on the drawings approved by the Engineer. Each pipe shall be properly boned-in so that the invert is to a true and even gradient with the spigot end towards the outfall.

Each pipe immediately before being laid shall be carefully brushed out and tested for soundness. Each pipe shall be laid accurately to line and gradient so that except where otherwise specified or ordered by the Engineer the finished pipeline shall be in straight lines both in the horizontal and vertical planes. Where lines of pipes are to be constructed in trench the Developer shall provide, fix, and maintain at a maximum spacing of 50m and at such points as may be directed by the Engineer, properly painted sight rails. With the consent of the Engineer pipelines may be laid using a laser.

In trenches, pipes shall be laid and jointed immediately following excavation.

For all pipelines the nearest joint to any chamber shall be not more than 500mm from the inner face of the wall and shall not be restricted by any concrete. Between this and the next joint, the length of the articulated pipe shall be:

- For pipe diameters 450mm and less, 500mm to 750mm.
- For pipe diameters greater than 450mm, 750mm to 1000mm.

Where a granular bed to pipes is to be used the pipes shall be laid upon and worked into a well compacted bed of granular material extending the whole width of the trench. Before laying the pipes, the granular bed shall be thoroughly compacted by



mechanical means to the satisfaction of the Engineer. Socket holes shall then be formed in the bedding to ensure that pipes, when laid, shall be firmly supported for the full length of their barrels.

The thickness of the granular material below the barrel of the pipes shall be 1/6th of the external pipe diameter or 100mm, whichever is greater.

When pipes of up to 1.2m diameter are laid in ground which may result in irregular hard spots beneath the pipes, the depth of granular bed shall be increased by 100mm.

After the pipes have been tested and approved by the Engineer the trench shall be carefully filled to the level of the horizontal diameter of the pipe with granular material. This filling shall be carefully compacted by a method approved by the Engineer and the trench width shall be such that adequate compaction can be achieved.

3.18 Concrete protection for pipelines

Where a Developer elects to provide a concrete protection, it shall be as follows:

- Concrete surround shall be provided for:
 - All pipes with less than 1.0m of cover under carriageways, footways, or or verges adjacent to them.
 - All pipes with over 6m of cover no matter where.
 - All pipes in highways where the Engineer requires a surround to be provided for engineering purposes.
 - All pipes in made up or filled ground.
 - All pipes in heading.
- Concrete bed and haunch shall be provided for all pipes with over 4.5m cover no matter where.

Concrete for concrete protection shall be mix ST4 concrete, medium workability, and shall be made with sulphate-resisting cement where necessary.

The minimum thickness of concrete protection; under the pipes in the case of bed, haunch, and surround; at the sides of the pipes in the case of haunch and surround; and over the pipes in the case of surround shall be as per MCHW Volume 3 – Highway Construction Details, F Series, Drawing F1, Detail Type Z.

The overall width of concrete protection shall be the width of the trench. Haunch shall be carried up the sides of the pipe from the bed to a horizontal surface midway between the maximum external horizontal diameter and highest point of the pipe.

Where required by the Engineer, the Developer shall submit designs for pipelines for the Protection for Engineer's approval. These designs shall be based on the National Building Studies Special Pipelines Report No.37. Where a concrete bed and haunch or other concrete protection is to be used a concrete blinding mix ST2, medium workability, of 75mm thickness shall be laid over the full width of the trench below the underside of the concrete protection.

All pipes shall be supported on precast concrete blocks of sufficient area to prevent punching of the blinding course and shall be prevented from lateral movement by the insertion of suitable wooden wedges. After the pipeline has been tested and approved by the Engineer the concrete blinding shall be thoroughly cleaned off and mix ST4 concrete, medium workability, shall be carefully placed and compacted thereon, care

being taken to avoid disturbing the pipes until the appropriate profile for the type of protection required has been reached. The concrete placed on the blinding course shall be properly shuttered to form the correct profile as shown on the Drawings, or alternatively the concrete shall be extended over the full width of the trench at the Developer's discretion.

Concrete as protection to pipes over 300mm diameter shall be compacted by mechanical vibrator to the satisfaction of the Engineer.

The Developer shall form a flexible joint in the concrete protection at each pipe joint. The joint shall be formed with fibreboard (Clause 3.7), or other material approved by the Engineer. The joint shall extend from formation level over the profile of concrete to be placed.

The joint material shall be shaped to the cross-section of the concrete and the outside diameter of the pipe and shall be placed against the face of the collar of the pipes and be fully supported in a manner approved by the Engineer, so that the resulting joint is truly vertical and set at right angles to the line of the pipeline.

The joints shall be of the following thickness:

- 12mm for pipes up to 300mm diameter.
- 25mm for pipes from 375mm to 600mm diameter.
- 40mm for pipes from 675mm to 1200mm diameter.
- 50mm for pipes greater than 1200mm diameter.

3.19 Jointing Pipes

Type 1 flexible joints shall be fitted in the manner recommended by the manufacturer of the pipe.

Type 2 cement mortar joints will only be permitted in exceptional circumstances and only with the approval of the Engineer and they shall be formed by soundly caulking with gaskin and pointed with 1 part cement to 3 parts sand mortar (Clause 2.3) to fill the joint completely and form a 450 fillet to the outer periphery of the socket.

Pipes required to be laid with open joints shall be laid and supported concentrically with a space of 13mm between the spigot and socket. Open-jointed porous concrete pipes and perforated clay pipes with rebated joints shall have dry joints.

Upon completion of laying and jointing all pipelines shall be free from obstruction and a spherical mandrel 10mm less than the nominal bore of the pipeline shall be drawn through all pipelines less than 350mm diameter.

For pipes over 600mm diameter the Developer shall comply with the additional requirements of the Engineer.

3.20 Connections to existing and new sewers and culverts

Existing sewers, drains and culverts affected by the works shall be properly connected and jointed to the respective new sewers drains and culverts as construction proceeds. The Developer shall carry out any searches, tests, and trial holes necessary to locate existing culverts sewers, drains and culverts.



Before breaking into an existing sewer, drain or culvert, the Developer shall give notice of their intention and receive the required approval of the regulating Authority and the asset owner responsible for the sewer, drain or culvert. Any works, either permanent or temporary, within the banks of any ordinary watercourse which may alter or impede the flow of water, regardless of whether the watercourse is culverted or not, will require ordinary watercourse consent from the Lead Local Flood Authority. Consent must be obtained before starting any works to an ordinary watercourse, it cannot be issued retrospectively. Unconsented works within the highway may prevent adoption. An Environmental Permit for Flood Risk Activities from the Environment Agency for works to main rivers will be required if a culvert is classified as a main river.

The right is reserved to require connections to existing sewers to be made by the Water Company, or District or County Council, who will recharge the Developer for this work.

Connections will normally be made at manhole positions and if there is not an existing manhole at the proposed point of connection then the Developer shall at his own expense construct a new manhole at the point of connection.

The treatment of connections to deep or large diameter sewers will be the subject of individual consideration in each case.

For existing and future connections, junction pipes shall be inserted as necessary during construction, the jointing being carried out as specified for the type of pipe. Any branches which are not immediately connected in sewers shall be sealed with vitrified clay stoppers set in puddle clay, Clause 3.8. Where shown on the approved Drawings existing sewers and drains shall be properly extended, connected, and jointed to new sewers, culverts, drains or channels. All such connections shall be made during the construction of the main sewer, drain or other work and their positions recorded at that time by the Developer.

Where pipe connections are to be made to a brick sewer, brick or concrete, culvert, stone built or lined channel the pipes shall be built into the wall of the sewer, culvert or channel and aligned to discharge at an angle not greater than 60° to the direction of flow of the main sewer, culvert, or channel. The existing pipe shall be cut using a diamond cutter or other approved means. A purpose made saddle or junction pipe is to be used wherever possible. Where this is not possible the junction pipe is to be neatly cut to the correct skew angle, the end of the pipe carefully cut flush with the wall and made good to the satisfaction of the Engineer. For pipes more than 825mm diameter the junction is to be made good from the inside.

The Developer shall to the satisfaction of the Engineer, provide suitable and sufficient pumps, construct all necessary temporary works including dams, chutes, troughs, and pipes to maintain the flow in existing sewers and drains during construction and whilst connecting the new works to the existing sewers and drains and subsequently make good on completion to the satisfaction of the Engineer.

3.21 Manholes, Catchpits – General Requirements

Manholes and catchpits shall be constructed of precast concrete sections in accordance with the MCHW Volume 3 – Highway Construction Details, F Series. All manholes exceeding 4m in depth shall be designed to the Engineer's special requirements.



Sulphate-resisting cement shall be used in all precast concrete sections and in-situ concrete, mortar, or grout where this is necessary because of the sulphate content of the ground water or water carried.

Foundations and bases to manholes and catchpits shall be in mix ST4 concrete, medium workability. All in-situ concrete in manholes shall conform to the Clauses of this specification relating to concrete, reinforcement, shuttering etc., pipes being built as shown or directed.

Channels and inverts shall be formed in prefabricated half-round channels bedded in mix ST4 concrete, medium workability, or formed in-situ in mix ST4 concrete, medium workability, which shall be made with sulphate-resisting cement where necessary. Inverts shall be carefully formed and where pipes of different radii enter or leave the manhole the inverts shall be semi-circular and evenly tapered to suit the dimensions of the pipes or tubes and in accordance with the details shown on the drawings. Inverts and benching shall be formed to the shapes and dimensions shown upon the approved drawings. Purpose made shutters shall be used.

All pipes and tubes entering or leaving the manholes shall, unless otherwise specifically directed by the Engineer have level soffits. Under no circumstances should pipes or connections discharge over or above benching.

Manholes with outlet pipes of 600mm or over shall be fitted with a stainless-steel close link safety chain 10mm diameter with a 30mm diameter hook and eye bolted to the benching across the outlet pipe and 25mm diameter stainless steel holding bar complete with fixing eye.

Step irons complying with BS EN 13101 shall be provided where the invert depth below finished surface (cover) level exceeds 1m. They shall be built in at a vertical interval of 300mm with alternate steps in line vertically and at 225mm centre to centre horizontally. The mortar used in building-in shall be that used in constructing the manhole.

Where pipes are required to be built into manholes for future connections these are to be closed with vitrified clay stoppers of appropriate sizes which shall be provided and fixed with puddle clay and cement filled. For larger sizes 525mm diameter and above, a 102.5mm brick wall in weak mortar shall be built in them.

3.22 Precast Concrete Manholes

Precast concrete manholes shall be constructed of precast concrete sections in accordance with the MCHW Volume 3 – Highway Construction Details, F Series, F4-F7. The precast concrete manhole units shall comply with the requirements of BS5911 Part 3 and BS EN 1917.

On 75mm of concrete blinding mix ST2, medium workability, a 225mm thick, mix ST4, medium workability, in-situ concrete base shall be placed, on which the invert formed from half-round clay or concrete channel, pipes, tapers, bends and junctions as appropriate shall be laid. Alternatively, with the approval of the Engineer, inverts may be shuttered and cast in-situ.

The limit of the mix ST4 medium workability concrete stooling shall be 50mm above the seating level of the bottom chamber ring.

The precast concrete rings shall sit on the concrete stooling and be bedded in cement mortar. Each joint shall be carefully cleaned, and flush pointed with cement mortar

and when completed the inner faces of the manholes shall be true and smooth throughout. Pipes extending into manholes shall be trimmed flush with the inside walls and shall be neatly pointed in cement mortar. Galvanised malleable iron step irons in accordance with Clause 3.21 shall be built in the manhole.

Alternatively in manholes deeper than 3.0m to top of benching stainless-steel ladders shall be provided

The manhole chambers and shafts shall be surrounded with 150mm of mix ST4, high workability concrete.

The chamber rings shall be at least 900mm in diameter for pipes up to and including 300mm diameter. For 375mm diameter pipes and over the minimum diameter for chamber rings shall be not less than 600mm greater than the largest pipe diameter. A reducing slab may be fitted to a manhole to reduce the chamber to a shaft size of 900mm diameter provided that a minimum height of 2m is obtained from the benching to the base of the slab.

All manhole chamber and shaft rings shall be provided with lifting holes and on no account shall step irons be used for lifting.

The pipe shafts to drop manholes shall be formed with earthenware or concrete pipes and bends completely surrounded with 150mm concrete, mix ST4, high workability. All manholes shall be watertight on completion and to the satisfaction of the Engineer. The space between the new construction and the face of the excavation shall be filled with mix ST4, high workability, concrete or with the approved material, see Clause 3.26.2.

3.23 Brick Manholes

Brick manholes shall only be used where precast concrete manholes are considered inappropriate and must have the approval of the Engineer.

3.24 Construction of Gullies

Gully chambers shall be set on and surrounded with 150mm minimum thickness of concrete, mix ST4, medium workability, up to the top of the chamber and finished level.

A purpose made precast concrete gully cover slab shall be bedded on polyester resin mortar Clause 2.3 on top of the gully chamber. Gully frames shall be set accurately for level and position bedded on polyester resin mortar. Where necessary a concrete mix ST4 cast in-situ raising piece shall be used to attain the correct level as.

3.25 Gully Connections

Gully connections shall be 150mm diameter surrounded with 150mm thick mix ST4, medium connections workability, and concrete.

Junction pipes for gully connections which are laid but not immediately connected shall be fitted with vitrified clay stoppers fixed with puddled clay and a cement fillet and the position of all such connections shall be clearly defined by means of stakes or tracing wires properly marked, labelled, and recorded.



3.26 Filling of Trenches, Pits and around Manholes and Chambers

Trenches, pits and the space around manholes and chambers shall be filled immediately after the construction is sufficiently completed and tested and approved by the Engineer, but not until 36 hours after the placing of any concrete or brickwork. No filling shall commence until the permanent works have been approved by the Engineer.

3.26.1 *Backfilling to pipelines*

Backfill material shall consist of any one of the materials listed in paragraph 4 below. Up to a height of 300mm above the crown of the pipe the largest pieces of filling shall have a maximum dimension not exceeding 40mm. The backfill shall be brought up equally on both sides of the pipe first to the level of the centre line of the pipeline and then in layers not more than 150mm thickness to height of 300mm above the crown of the pipe and shall be carefully compacted for the full width of the trench with hand tools. The remainder of the filling shall be placed in even layers not exceeding 225mm thick after compaction, and fully compacted over the whole width of the trench.

3.26.2 *Backfilling of pits and around manholes*

The backfill material shall consist of any one of the materials listed in Clause 3.26.3. The filling shall be placed evenly over the whole area of the excavation in layers not exceeding 225mm thick after compaction and fully compacted using mechanical plant.

Where the space around a manhole or chamber does not allow access for compaction plant, concrete as Clause 3.26.3 bullet 4 shall be used as fill and compacted by hand punning or vibration in layers not exceeding 225mm thick.

For surface areas under carriageways of less than 6m² the excavated material should not be re-used in backfilling unless otherwise instructed by the Engineer. At major roads backfilling should be carried out with concrete as Clause 3.26.3 bullet 4 and at minor roads with Type 1 sub-base material as Clause 3.26.3, bullet 3

3.26.3 *Types of fill material*

The fill material to be used shall be any one of the materials in the schedule below:

- Suitable excavated sub-soil material accepted by the Engineer for use in the works which has been separated and protected in the manner given in paragraph 3.15. The largest pieces shall have a maximum dimension not exceeding 100mm.
- Granular filling material which may be excavated material, but shall be well graded, crushed, or broken sandstone or limestone rock, or sand/gravel. The largest pieces shall have a maximum dimension not exceeding 100mm.
- Type 1 sub-base material to Clause 5.4.3
- Mix ST2, high workability concrete.

3.27 Excavation Supports

Excavation supports shall be carefully removed as filling proceeds except where such support is required to be left in position, but stability of the trench sides and adjacent ground must be maintained. The space left by the withdrawal of support shall be filled in the manner of the main fill.



3.28 Acceptability of fill

The completed fill should have a bearing capacity and stability at least equal to that of the adjacent undisturbed sub-grade.

Where settlement, deterioration, inspection, or test results indicate that the fill is not equal to the adjacent sub-grade such additional work necessary to produce a final reinstatement equal in capacity performance and condition to that which existed before disturbance shall be carried out to the satisfaction of the Engineer.

3.29 Testing and cleaning of pipelines

Water or air tests shall be carried out on all sealed and jointed pipelines up to 750mm diameter with apparatus, materials and labour supplied by the Developer, under the directions and in the presence of the Engineer. The drains shall be tested for the full length between manholes, or in exceptional circumstances for such lesser distance as may be approved by the Engineer. Air tests shall only be applied with the approval of the Engineer.

Whichever form of test is used a first test shall be made on the naked pipes as laid after the jointing material has had proper time to act. A second test shall be carried out in the same length when the trench has been filled to a depth of 450mm over the collars of the pipes; after the filling has been properly compacted. In some cases where the pipes are surrounded with concrete the filling for the second test (i.e., the test after compaction) need be only 225mm.

Notwithstanding the favourable result of these tests the Engineer may make any further tests and subsequent examination of the materials and workmanship that the Engineer considers to be necessary.

Storm water drains of 1200mm diameter and greater will be tested by visual inspection from the inside.

Reasonable and proper notice must be given to the Engineer when any length requires testing.

3.30 Water Test

For the pipeline water test, the pipes shall be filled with water under a head of not less than 1.2m above the crown of the pipe at the high end and not more than 6m above the pipe at the low end. Steeply graded pipelines shall be tested in sections so that the above maximum shall not be exceeded. Unless otherwise agreed by the Engineer the test shall commence two hours after filling the test section at which time the level of water at the vertical feed pipe shall be made up to produce the required 1.2m minimum test head. The loss of water over a 30-minute period shall be measured by adding water at regular 10-minute intervals to maintain the original water level and recording the amounts so added. The drain will have passed the test if the volume of water added does not exceed one litre per hour per linear metre of drain per nominal internal diameter.

Manholes and inspection chambers shall be tested for water tightness by the inspection for infiltration and weeps shall be stopped by caulking and pointing.



3.31 Air Test

For the pipeline air test, air shall be pumped in by suitable means until a stable pressure of 100mm head of water is indicated in a U-tube connected to the system. The air pressure shall not fall to less than 75mm head of water during a period of 5 minutes without further pumping, after an initial period to allow stabilization. Drains with traps shall be tested to 50mm head of water and the permissible loss shall then be no more than 13mm head of water in 5 minutes without further pumping after the initial stabilization period.

The Developer shall provide, fix, and work the force pump, pressure gauge and all other apparatus required, including expanding stoppers to the approval of the Engineer.

3.32 Smoke Test

Sealed and jointed pipes over 900mm diameter may be tested by means of the smoke test were directed by the Engineer. Both ends of the pipeline shall be sealed and smoke shall be pumped in from an approved smoke machine. Should any joint show an escape of smoke the defects shall be made good and the pipeline re-tested.

3.33 Flushing on Completion

On completion of the works, or earlier if the Engineer agrees, all manholes and pipelines other than french drains shall be completely cleaned and flushed from end to end with water and all pipelines shall be left clean and free from obstruction. Any jetting shall take place from a manhole in an upstream direction. The pipe shall be plugged below the jetting point to prevent contaminants flowing to any watercourse.

3.34 CCTV Survey

All drains and culverts shall be surveyed by a video camera and a recording, and a report shall be supplied to the Engineer.

3.35 Design Guides

The Developer's attention is drawn to the following publications to which reference can be made concerning the design and construction of highway drains:

- Transport and Road Research Laboratory (TRL) - Road Note No. 35.
- Design Manual for Roads and Bridges.
- Transport Research Laboratory - Simplified tables of external loads on buried pipelines.
- Transport and Road Research Laboratory - A Guide to Design Loadings for Buried Rigid Pipes.
- Ciria – The SuDS Manual (C753).
- Ciria – Guidance on the construction of SuDS (C768).
- Ciria – Culvert, screen, and outfall manual (C768F).

3.36 Drawings and Calculations

The Developer shall submit to the Engineer for approval layout plans, sections, calculations, and such other information as shall be reasonably required to check the validity of the Developers proposals.



3.37 Hydraulic Design

Highway drains shall be designed in accordance with the TRL Road Note 35 using the Design Rational (Lloyd-Davies) Method. Unless otherwise required by the Engineer a storm frequency of once in one year shall be used together with a time of entry of 3 minutes.

For large developments or where the time of concentration exceeds 20 minutes the Developer should consult the Engineer for advice.

The carrying capacities and flow velocities shall be determined from Hydraulic Research Paper No.4; Tables for the Design of Storm Drains, Sewers, and Pipelines, using a roughness value (Ks) of 0.6mm.

All highway drains shall be designed with a minimum full bore flow velocity of 1.0 metres/second.

Highway drains should normally be laid soffits level at manhole intersections.



3.38 Private connections to drainage systems intended for adoption by the Highway Authority

In line with County Council's Code of Practice for Highway Status and adoptions:

The County Council will normally be responsible only for those drains carrying surface water from the areas that are to be adopted. Gullies collecting water from private areas (roofs, drives, car parks etc.) should be drained to a surface water sewer (vested in the Water / Utility company) or to a separate private drainage system situated in land outside the highway. Only in exceptional circumstances will water from private areas be permitted to drain into a highway drain. This will require the express consent of the County Council.

Without such consent the Highway Authority will not accept private water into drainage systems under its adoption, any such drainage system proposed for adopted that includes private water will not be accepted.

It is considered that any such 'exceptional circumstances' should not occur in the design of Estates and other developments as there is sufficient opportunity in the planning of new developments to design them out. In addition, the Water Authority have a legal obligation to supply a sewerage connection when requested, as set out in Section 98 of the Water Industry Act 1991, and they also have the powers to maintain and adjust their apparatus in the highway in connection with their legal responsibilities as a utility company. The Highway Authority is not a statutory sewerage undertaker and has no legal powers (or duty) to accept third party surface water, whether by means of a pre-existing situation, new connection or on a temporary basis.



4 Earthworks

4.1 Bulk Excavation and Filling

Excavation and filling shall be carried out in accordance with the drawings approved by the Engineer.

4.2 Turf and Topsoil

All turf and topsoil over the whole width of the carriageway and footways or from the underside of any proposed embankments shall be removed.

4.3 Unsuitable material

The following materials are unsuitable for highway works and shall be disposed of clear of the site:

- Peat, material from swamps, marshes, and bogs.
- Logs, stumps, and perishable material,
- Materials in a frozen condition,
- Wet clay and silt,
- Chemical and industrial organic waste,
- Materials susceptible to spontaneous combustion,
- Any material not acceptable to the Engineer for incorporation in the highway works.

For clarification of material classification, the contractor shall follow the Notes for Guidance of the MCHW NG601, which outlines the accepted classification procedure for disposal of materials off site.

4.4 Filling material

Material intended for filling shall be kept separate from other materials and shall be protected from damage by contamination, weathering or an increase or decrease in moisture content.

Filling materials shall be:

- Suitable excavated material being sub-soil materials accepted by the Engineer for use as fill,
- Granular filling material being well graded broken rock or weathered upper rock, overburden, sand gravel or broken hardcore approved by the Engineer. The largest pieces of filling material shall have a maximum dimension less than 125mm.
- Rock fill material, being quarried from a source approved by the Engineer, 125mm maximum size,
- Hardcore. All hardcore shall be clean, angular in shape, free from dust, refuse or organic matter, and shall be of a size no greater than 125mm and shall consist of broken stone or bricks from an approved source. In the event of demolition material being used for hardcore the material shall be selected and free from lime, plaster, timber, or other rubbish, and should be approved by the Engineer before use.



- Subgrade improvement (capping) layer material shall be approved crushed rock, broken brick, broken concrete, or gravel. It shall be well graded from 125mm down to 63µm sieve.

4.5 Treatment of unsound ground – Rockfill/Hardcore

With the agreement of the Engineer rockfill/hardcore shall be placed:

- Where the naturally occurring material beneath highway works is unsuitable as a subgrade,
- Where unsuitable material has been excavated and disposed of leaving a local depression in ground which may be unsound,
- Where it is necessary to fill waterlogged or unsound ground.

Rockfill/hardcore shall be spread in layers not exceeding 400mm thick each adequately compacted until stabilisation is accomplished.

Where in the opinion of the Engineer, further excavation will result in extension of the soft area, the use of a non-woven geotextile membrane of a type approved by the Engineer, laid on the sub-grade material at formation level may be required.

4.6 Sub-soil drainage

Where the winter height of the water table is within 600mm of formation level.

- Or where the sub-soil is unstable because of being waterlogged.
- Or where there is likelihood of water running off or out of adjacent ground.
- Or where springs, drains or watercourses are encountered.
- Or where the highway is in cutting

Then a proper system of sub-soil drainage via catchpits to the surface water system or to a suitable outfall shall be constructed to the satisfaction of the Engineer.

4.7 Fill

Fill shall be suitable excavated material or granular filling material as described in Clause 4.4.

Fill shall be spread and compacted in layers not greater than 225mm thick after compaction with a minimum of 8 complete passes by a smooth-wheel roller weighing at least 8 tonnes or a vibratory roller of at least 3 tonnes mass.

Embankments shall be built up evenly over the full width and the surface shall be given a camber or fall so that surface water does not collect. Site traffic shall be directed over the whole of the surface of the embankment so that no area is overstressed.

Suitable ground water drainage shall be provided at the toe of any embankment and must be accepted by the Engineer.

Any fill which deteriorates during construction shall be removed.

4.8 Sub-formation

Where a sub-grade improvement (capping) layer is to be used, the surface of the embankment, preparation fill of the bottom of the excavation taken out below formation in cutting shall be trimmed to a tolerance of +20mm and -30mm immediately before the material is placed.



5 Road Pavements

5.1 General

Carriageways are generally constructed with bitumen bound, hydraulically bound, hydraulically and bitumen bound and block paving materials. Options for construction with each of these materials and combinations of are provided in this specification.

Footways and cycletracks within vehicular highway width are generally constructed with bitumen bound, hydraulically bound, hydraulically and bitumen bound, block paving and small element paving (slabs/flags) materials. Options for construction with each of these materials and combinations of are provided in this specification.

All materials and workmanship must be in accordance with the appropriate British Standard Specification and the relevant series and clauses of the National Highways MCHW current at the time of the appropriate agreement. Where available all materials must have a UKCA mark.

The amendments and additions to the specification included here are not exhaustive and it may therefore be necessary for additional appendices specific to the site in question to be prepared for approval, and inclusion in the relevant agreement.

The designs contained within this document are limited to roads carrying a maximum of 10 million standard axles (msa), roads carrying more than 10msa require a full pavement design in accordance with the Design Manual for Roads and Bridges (DMRB) must be undertaken, with the design traffic over a 40-year period to be agreed with LCC.

5.2 Site Investigation

Before the submission of any proposals a geotechnical site investigation must be completed to assess the following parameters that will inform the design:

- Disposal of surface water run-off:
- Depth to water table (or perched water table),
- Chemical contamination,
- Determination of suitable strata for soakaway discharges,
- Determination of suitable strata to delay discharge and conveyance, such as retention/detention ponds or swales,
- Interaction/impact on adjacent developments,
- Consultation with Environment Agency / Lead Local Flood Authority as appropriate.

Sub-soil drainage:

- Depth to water table (or perched water table),
- Potential of chemical attack to buried concrete pipes,
- Interaction/impact on adjacent developments.

Earthworks:

- Cutting or embankment fill slopes,
- Limits for earthworks acceptability/recycling of site won materials,
- Chemical contamination,
- Ground improvement of foundation soils,
- Interaction/impact on adjacent developments,



- Geotechnical certification for engineered slopes/reinforced structures.

Road Pavement Design:

- Short term subgrade surface modulus,
- Long term subgrade surface modulus,
- Frost susceptibility of sub-grade,
- Treatment of soft spots,
- Risk of differential settlement,
- Suitability of subgrade and site won soils for in-situ stabilisation,
- Shrinkage and consolidation potential of clays.

The geotechnical investigation must be carried out in accordance with 'Association of Geotechnical & Geotechnical Specialists (AGS) Guidelines for Good Practice in Geotechnical Ground Investigation'. The investigation should include a desk study followed by a ground investigation.

The desk study should consist of an initial desk study which should collect existing information as given in Clause 2.1.1.(7) of BS EN 1997 Part 2:2007 and any other additional information that is considered relevant. This should include a site inspection by a geotechnical Engineer.

5.3 Service ducts and pipework

Service ducts and pipework must, wherever practicable, be located outside of the road construction. Where this is not possible and service crossing must be installed prior to construction of the road and protected from damage.

5.4 Carriageway Pavement Foundations

5.4.1 Carriageway Pavement Foundation Design Thickness

The design subgrade California Bearing Ratio (CBR) shall be used in the pavement foundation design. The design subgrade CBR shall be determined as being equal to the lower of the short-term subgrade CBR and the long-term subgrade CBR.

The short-term subgrade CBR is that which is the estimated value during construction. The long-term subgrade CBR is the value when a state of equilibrium is reached under the pavement. The determination of the short-term and long-term subgrade CBR shall be carried out in accordance with BS 1377-9 and BS 1377-4, respectively.

The frequency of testing will be dependent upon the scale of development and the variability of the ground conditions found in the geotechnical investigation. However, a minimum of 10 tests per foundation area, with maximum spacings of 60m along each road lane applies.

Alternative methods (such as those detailed in MCHW Clause 882) for determining the short-term CBR may also be accepted subject to approval by the Engineer.

Any laboratory derived long-term CBR value that is less than 5% will normally require a capping layer (either in-situ stabilised, or material sourced and produced on site), as lower long-term CBR values are normally associated with lower short-term CBR values.

The pavement foundation shall be divided into characteristic sections of subgrade, each having a single design subgrade CBR. The characteristic sections should be based on the type of subgrade material and its condition.

The short-term subgrade CBR and long-term subgrade CBR shall be determined for each characteristic section of subgrade.

The presence of a high or perched water table (300 mm or less below formation level) can reduce subgrade stiffness, culminating in low subgrade surface modulus values at the time of construction. Guidance on determining subgrade surface modulus values in the presence of a high or perched water table is given in TRL Report LR1132 'The structural design of bituminous roads'.

For widening schemes, where the subgrade is consistent across the width of the existing carriageway and the proposed widening, use of the in situ long-term subgrade CBR of the subgrade below the existing carriageway may be used for design purposes.

For widening schemes, the depth at which the design subgrade CBR is determined may be dependent on any requirements to maintain drainage continuity between the existing carriageway and the proposed widening.

For each characteristic section of subgrade, the following shall be detailed:

- start and end chainage,
- short-term subgrade CBR,
- long-term subgrade CBR and,
- design subgrade CBR

Where the design subgrade CBR is lower 2.5%, improvement of the subgrade shall be undertaken. Subgrades with a design subgrade CBR is lower than 2.5% are unsuitable to support the construction of a pavement foundation.

Options for improvement of the subgrade include excavation and replacing between 500 to 1000 mm of the soft subgrade with granular fill and soil stabilisation.

The upper limit on design CBR for areas of improvement of the subgrade shall be 5%.

The short term CBR will need to be rechecked at the time of construction and where it is found to be lower than the design subgrade CBR, then action shall be taken by either effecting improvement of the subgrade or by reviewing the design subgrade CBR with a view to redesign using the lower value.

The foundation design requirements included below are based upon a long-term confined foundation surface modulus of greater than or equal to 100MPa (Foundation Class 2).

Five options for pavement foundation are given:

- Table 5 – Unbound sub-base only.
- Table 6 – Hydraulically bound sub-base only, including in-situ stabilisation.
- Table 7 – Unbound sub-base over in-situ stabilised capping.
- Table 8 – Hydraulically bound sub-base over in-situ stabilised capping.
- Table 9 – Unbound sub-base over site won capping.

The preferred option will be that which minimises virgin material use and minimises vehicle movements.

Construction traffic (standard axles)	< 50	50 - 200	201 – 500	501 – 2000	> 2000
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Illustrative size of development	Up to 4 dwellings	Up to 20 dwellings or 2000m ² commercial property	Up to 50 dwellings or 5000m ² commercial property	-	Large development
Subgrade CBR <2%	Ground improvement will be necessary				
Subgrade CBR 2 to 3% (typically high plasticity heavy clay subgrade)	300 mm	350 mm	400 mm	450 mm	500 mm
Subgrade CBR >3 to 5% (typically medium plasticity clay subgrade)	250 mm	275 mm	325 mm	375 mm	425 mm
Subgrade CBR >5 to 7% (typically low plasticity sandy clay subgrade with average/good constructive conditions and low water table assumed – otherwise use row above)	225 mm	225 mm	250 mm	300 mm	350 mm
Subgrade CBR >7 to 14% (typically sandy subgrade)	225 mm	225 mm	225 mm	225 mm	275 mm
Subgrade CBR >15% (typically sandy gravel subgrade)	200 mm	200 mm	200 mm	200 mm	225 mm

Unbound sub-base to be to MCHW Clause 803, 804, 806 or 807.

Where the base layer carries the development construction traffic then the '< 50 standard axles' column applies irrespective of development size.

Table 5 - Unbound foundation thickness assuming the sub-base carries the development construction traffic and material deliveries

Construction traffic	< 500 standard axles	> 500 standard axles
Illustrative size of development	Up to 50 dwellings or 5000 m ² commercial property	Large development roads and Minor Access Road, Major Access Road, Local Distributor Roads within other developments
Subgrade CBR <2%	Ground improvement will be necessary	
Subgrade CBR 2 to 3% (typically high plasticity heavy clay subgrade)	330 mm	380 mm
Subgrade CBR >3 to 5% (typically medium plasticity clay subgrade)	290 mm	340 mm
Subgrade CBR >5 to 7% (typically low plasticity sandy clay subgrade with average/good constructive conditions and low water table assumed – otherwise use row above)	220 mm	270 mm
Subgrade CBR >7 to 14% (typically sandy subgrade)	200 mm	250 mm

HBM to be minimum R_c class 3/4 to MCHW Clause 821, 822 or 840. Thicknesses are for mixture produced in a central plant. When produced by in-situ stabilisation, indicated thickness shall be increased by 50mm.

Where the base layer carries the development construction traffic then the '< 500 standard axles' column applies irrespective of development size.

Table 6 - Hydraulically Bound Mixture (HBM) foundation thickness assuming the sub-base carries the development construction traffic and material deliveries



Construction traffic	< 500 standard axles		> 500 standard axles	
Illustrative size of development	Up to 50 dwellings or 5000m ² commercial property		Large development roads and Minor Access Road, Major Access Road, Local Distributor Roads within other developments	
	Capping	Sub-base	Capping	Sub-base
Subgrade CBR <2%	Ground improvement will be necessary			
Subgrade CBR 2 to 3% (typically high plasticity heavy clay subgrade)	310 mm	280 mm	360 mm	280 mm
Subgrade CBR >3 to 5% (typically medium plasticity clay subgrade)	310 mm	250 mm	360 mm	250 mm
Subgrade CBR >5 to 7% (typically low plasticity sandy clay subgrade with average/good constructive conditions and low water table assumed – otherwise use row above)	310 mm	200 mm	360 mm	200 mm
Subgrade CBR >7 to 14% (typically sandy subgrade)	310 mm	160 mm	360 mm	160 mm

Unbound sub-base to be to MCHW Clause 803, 804, 806 or 807.

Table 7 - Unbound sub-base on stabilised capping foundation thicknesses assuming the sub-base carries the development construction traffic and material deliveries.

Construction traffic	< 500 standard axles		> 500 standard axles	
Illustrative size of development	Up to 50 dwellings or 5000m ² commercial property		Large development roads and Minor Access Road, Major Access Road, Local Distributor Roads within other developments	
	Capping	Sub-base	Capping	Sub-base
Subgrade CBR <2%	Ground improvement will be necessary			
Subgrade CBR >2%	310 mm	150 mm	360 mm	150 mm

Where the base layer carries the development construction traffic then the '< 500 standard axles' column applies irrespective of development size.

Table 8 - HBM sub-base on stabilised capping foundation thicknesses assuming the sub-base carries the development construction traffic and material deliveries



Construction traffic	< 500 standard axles		> 500 standard axles	
Illustrative size of development	Up to 50 dwellings or 5000m ² commercial property		Large development roads and Minor Access Road, Major Access Road, Local Distributor Roads within other developments	
	Capping	Sub-base	Capping	Sub-base
Subgrade CBR <2%	Ground improvement will be necessary			
Subgrade CBR 2 to 3% (typically high plasticity heavy clay subgrade)	450 mm	250 mm	500 mm	250 mm
Subgrade CBR >3 to 5% (typically medium plasticity clay subgrade)	400 mm	230 mm	450 mm	230 mm
Subgrade CBR >5 to 7% (typically low plasticity sandy clay subgrade with average/good constructive conditions and low water table assumed – otherwise use row above)	280 mm	200 mm	330 mm	200 mm
Subgrade CBR >7 to 14% (typically sandy subgrade)	260 mm	170 mm	310 mm	170 mm

Unbound sub-base to be to MCHW Clause 803, 804, 806 or 807.

Capping to be sourced and produced on site in accordance with Clause 613.

Approval is required to use a bound sub-base over a capping layer.

Where the base layer carries the development construction traffic then the '< 500 standard axles' column applies irrespective of development size.

Table 9 - Unbound sub-base on capping foundation thicknesses assuming the sub-base carries the development construction traffic and material deliveries

5.4.2 Capping Materials

Capping materials shall be sourced and produced on site and in accordance with Clause 613.

If capping materials are not produced on site, then in-situ soil stabilisation shall be employed. Importing and exporting of material to and from the development produces unnecessary emissions and disruption, while also potentially using raw virgin aggregates. As such, in-situ stabilisation provides a more sustainable option and reduces vehicle movements to and from site, therefore benefitting communities local to developments.

5.4.3 Sub-base Materials

Unbound sub-base materials shall comply with MCHW Clause 803, 804, 805 or 807 and shall be transported, laid, compacted, and trafficked in accordance with Clause 802.

Bound sub-base materials shall comply with MCHW Clause 810, 811 and 812.

Mixed in-plant materials shall comply with MCHW Clause 814, 815, 820 and Clause 821, 822, 830, 831, 832, 834 or 835, as applicable.

Mixed in-place materials shall comply with MCHW Clause 816 and with Clause 821, 822 or 840 as applicable.



5.4.4 Geotextiles and Geogrids

Geotextiles do not improve sub-grade CBR; they prevent the mixing of subgrade with the sub-base and prevent subsequent loss of sub-base material, particularly finer material, while geogrids provide confinement to sub-base materials to allow aggregate interlock. This allows the sub-base to act as intended, they are however not a solution that fixes a weak sub-grade as any underlying weak and unconsolidated weak sub-grade areas are still present. They are therefore a means to contain pavement foundation material and prevent migration and as such their use does not eliminate the need to improve the strength of the underlying sub-grade, either by installation of effective sub-surface drainage or stabilisation.

5.4.5 Laying Sub-base

Granular sub-base material shall be spread by mechanical plant to an even depth which after compaction will produce a layer thickness not less than 100mm or greater than 150mm. Bound sub-base layer thickness shall not be less than 150mm or greater than 250mm.

Compaction of each layer shall be by a 6 - 8 tonnes roller and shall be continued until the surface is well closed and free from movement under the roller. The final layer shall be compacted to a smooth and even surface with not less than 8 passes of the roller, free from irregularities and loose material and true to cross section line and such that the surface shall be within a tolerance of +10mm and -30mm of the true level.

Verification of foundation surface modulus shall be undertaken via Lightweight Deflectometer (LWD) or Falling Weight Deflectometer (FWD) testing. Tests shall be carried out at 10m centres in both wheel tracks.

For unbound foundations any areas that fall below the target foundation surface modulus of 100MPa shall be subject to further compaction and re-testing.

For bound foundations any areas that fall below the target foundation surface modulus of 100MPa shall be subject to further curing and re-testing. If the material continues to fall below the target foundation surface modulus, then those parts failing shall be replaced.



5.5 Carriageway Pavement and Surfacing

5.5.1 Pavement Layer Thicknesses and Materials

Carriageway description			Access ways, mews courts, access collectors	Local distributors	District distributors	Major distributors. Access roads to lorry parks or roads within commercial and industrial estates ¹
Layer						
	Typical Traffic Levels	Commercial Vehicles/day	Up to 15	Up to 75	Up to 150	Up to 300
		Public service vehicles/day	None	Up to 25	Up to 50	Up to 100
		msa band	< 0.5	0.5 – 2.5	2.5 - 5	5 -10
Base Course	Cement Bound Granular Mixtures (CBGM) and Hydraulically Bound Mixtures (HBM) ^{2,3}	CBGM C _{8/10} , other HBM C _{9/12}	-	150mm	200 mm	220 mm
		CBGM C _{5/6} , other HBM C _{6/8} (inc. MCHW CI948 H4 & H5)	150mm	180 mm	220 mm	-
		CBGM C _{3/4} , other HBM C _{3/4} (inc. CI948 H1-H3)	150mm	-	-	-
	Cold Recycled Bound Materials (CRBM)	MCHW CI948/TRL611 QVE B3 (Bitumen Bound)	120 mm	140 mm	170 mm	205 mm
		Hot Bitumen Mix Bound ⁴	MCHW CI906 AC 20 dense bin 100/150 rec WTA	100 mm	120 mm	N/A
	MCHW CI929 AC 20 HDM bin 40/60 des WTA		100 mm	120 mm	150 mm	180 mm
Binder Course	Cold Recycled Bound Materials (CRBM) ⁵	MCHW CI948/TRL611 QVE B3 (Bitumen Bound)	60 mm	60 mm	-	-



Carriageway description			Access ways, mews courts, access collectors	Local distributors	District distributors	Major distributors. Access roads to lorry parks or roads within commercial and industrial estates ¹	
Layer							
Hot Bitumen Bound ⁵	Mix	MCHW CI906 AC 20 dense bin 100/150 rec WTA	50 mm	60 mm	-	-	
		MCHW CI929 AC 20 HDM bin 40/60 ⁶ des WTA	-	-	60 mm	60 mm	
Surface Course	Stone Mastic Asphalt	SMA 10 surf 100/150 surf WTA	-	40 mm	-	-	
		SMA 10 surf PMB75/130-75 WTA ⁶	-	-	40 mm	40 mm	
	Hot Rolled Asphalt	HRA 55/10 F or C surf 100/150 des	40 mm	-	-	-	
		HRA 30/14 40/60 F surf des	40 mm	40 mm	-	-	
	Cementitious Grouted Macadam ⁷	HAPAS Approved Proprietary System	-	-	-	40 mm	
	Texture Depth Requirements ⁸	SMA, High Stone Content HRA, Grouted Macadam	No requirement	0.8mm - 1.3mm			
		Chipped HRA	1.0mm - 1.5mm				
	Concrete block surfacing (To be specified in accordance with LCC Palette of Materials)	80mm block on 30mm bedding sand layer (BS 7533: Part 101 - Category II)	-				

Table 10 - Pavement construction thicknesses – asphalt and block paver surface

¹The determination of future traffic volume figures must be provided and agreed, to ensure the 40-year design traffic, calculated in accordance with CD224.



²CBGM Mixtures C_{5/6} and above shall conform to MCHW Clause 822 – CBGM 1 and BS 14227-1 figure 3/table 9, grading envelopes for cement bound granular mixture 1 – 0/14 (maximum category G1), and where applicable for CRBM mixtures, Zone A of table A1.1 of TRL611. CBGM C_{3/4} shall comply with MCHW Clause 821 – CBGM 5 and BS 14227-1 table 3, or Zone A of table A1.1 of TRL611.

³Over CBGM and HBM the binder course should be laid as soon as possible to provide a weather-proof seal.

⁴Hot mix bitumen bound base shall only be used in exceptional circumstances and requires approval. This is to ensure development contributes to the council's sustainability aims.

⁵Due to the anticipated construction process of estate roads, i.e., an extended period of running on binder course prior to final surface course installation, CRBM binder course shall only be used when the final surfacing is to be applied immediately after the construction of the binder course. As such in most practical instances it is considered that a hot mix binder course will be required, although the preference from a sustainability point of view would be for recycled, cold mix materials to be used. The absolute maximum duration CRBM shall be left before overlaying is 10 days.

⁶An alternative polymer modified binder grade may be used subject to agreement by the Engineer. In addition, the Engineer, may in certain circumstances such as heavy, repeated slow loadings specify an alternative binder.

⁷The use of cementitious grouted macadam may be requested at the discretion of the Engineer in highly stressed areas such as roundabouts and turning areas within industrial areas and bus stops/laybys/lanes.

⁸Texture depth requirements shown are based on traffic speeds of 40mph and below and for 20mph and below for access ways, mews courts, access collectors.

General notes on HBM and CBGM:

The HBM and strength classes shown are compatible with BS EN 14227–1, for cement bound granular mixtures, other hydraulically bound mixtures (BS EN 14227–2, 3 & 5) and series 800 of the MCHW. The first number of each class relates to the compressive strength of cylindrical specimens with a slenderness ratio of 2 and the second number to a slenderness ratio of 1 or cubes.

5.5.2 Polished Stone (PSV) and Aggregate Abrasion Values (AAV) of asphalt surface course

The requirements for excessively high levels of skid resistance to be provided by the surface to aid road safety should be mitigated by fundamental safe and sustainable design that minimises speed and the introduction of high-risk areas. Eliminating the the need for high levels of skid resistance minimises the use of finite high PSV, low AAV aggregates.

Due to every road having different characteristics it is not possible to provide general requirements for PSV and AAV values. The designer shall therefore specify appropriate PSV and AAV values in accordance with DMRB CD236 and [LCC Skid Resistance Code of Practice](#), for the level of perceived risk of the road geometry, characteristics and commercial vehicle flow.

In line with the principles outlined above the use of high friction surfacing will not be looked upon favourable; not only because of the high cost of ongoing maintenance to LCC and sustainability issues around the constituent materials of high friction surfacing systems, but because its presence in most situations indicates a failure in fundamental safe and sustainable design.

5.5.3 Polished Paver Value (PPV) of Concrete Blocks

PPV values are numerically equivalent to PSV and as such the values should be specified in line with Clause 5.5.2, with a minimum of 50.

The Engineer will require proof of PPV test results, undertaken in accordance with BS 7932 for the exact product to be used, including identical constitute raw materials, equivalents will not be accepted.

5.6 Placing, Compaction and Testing of Pavement Mixtures

5.6.1 General

This Clause gives general requirements for the placing and compaction of pavement mixtures, which are complementary and additional to the requirements of BS 594987 (for bituminous mixtures). These requirements and the requirements of BS 594987 apply to all bituminous mixtures,

All pavement mixtures shall be laid by organisations registered to and operating in compliance with BS EN ISO 9001 'National Highways Sector Scheme 16 for the Laying of Asphalt Mixes'

There shall be full interlayer bonding between pavement layers. This may be achieved by keeping the surface of the layers clean and uncontaminated, and by excluding moisture.

The underlying receiving surfaces shall be made good by cleaning and, if this proves impracticable, by rectification in compliance with MCHW Clause 702.

Prior to placing bituminous material on any new or existing bound substrate, a bond coat shall be applied in accordance with MCHW Clauses 920.

5.6.2 Transporting

Bituminous mixtures shall be transported in accordance with the requirements of BS 594987 and shall remain covered whilst awaiting tipping.

5.6.3 Laying

Bituminous mixtures shall be laid in accordance with the requirements of BS 594987 and this Clause.

Bituminous mixtures shall be spread, levelled, and tamped by a self-propelled paving machine.

Where the rate of delivery of material to the paver is intermittent for any reason, and the temperature of the material falls below that recommended by the manufacturer for laying, the cold material shall be removed, and a perpendicular joint formed in accordance with MCHW Clause 903.35 before laying recommences.



Hand placing of bituminous mixtures shall be restricted to the following circumstances:

- For laying regulating courses of irregular shape and varying thickness,
- In confined spaces where it is impracticable for a paver to operate,
- For laying mastic asphalt.

Hand-raking of surface course material or the addition of such material by hand-spreading to the paved area, for adjustment of level, shall be restricted to the following circumstances:

- At the edges of the layers of material and at gullies, manholes and other ironwork, and
- At the approaches to expansion joints at bridges, viaducts, or other structures.

The method of laying shall be such that the finished mat is free from dragging, tearing and segregation of the material.

When laying mixtures from more than one source, the mixtures shall have equivalent laying and compaction characteristics so that surface evenness is not compromised.

When paving adjacent to an expansion joint of a structure, the joint or joint cavity shall be kept clear of material.

When laying binder course or surface course, the paver shall be taken out of use whilst laying the remainder of the pavement up to the joint and the corresponding area beyond it.

When paving directly onto bridge deck waterproofing systems, any special requirements which apply to that system shall be complied with.

5.6.4 Tolerances

Where mixtures are to be laid the previous course shall have been properly shaped and compacted by rolling to a uniform surface. The permitted deviations of the level of the finished surface of each type of construction from the true surface levels of each type of construction shall not exceed the following values:

(a)	Sub-base to receive base	+10 -30 mm
(b)	Base to receive binder course	±15 mm
(c)	Binder course to receive surface course	±6 mm
(d)	Surface course, general	±6 mm

Notwithstanding the above tolerances in surface levels, the cumulative tolerance shall not result in a reduction of the pavement, excluding the sub-base, by more than 15 mm from the specified thickness nor a reduction in the thickness of the bituminous surface course by more than 5 mm from that specified.

5.6.5 Surface Regularity

The requirements of MCHW Clause 702 Category A roads shall apply in full to all vehicular carriageways.

5.6.6 Chippings

The application of coated chippings to areas of surface course shall be by a mechanical spreader capable of distributing chippings to an even rate of spread.



Addition of chippings by hand operation shall only be permitted in the following circumstances:

- In confined spaces, where it is impracticable for a chipping spreader to operate,
- As a temporary expedient, when adjustments must be made to the spreader distribution mechanism,
- When hand laying of the surface course is permitted, and
- To correct uneven distribution of chippings.

Chippings shall be applied uniformly and rolled into the surface, so they are effectively held and provide the initial macrotexture depth specified in MCHW Clause 921.

5.6.7 Joints

For new, widened, and realigned pavement construction, all longitudinal joints in all layers shall be situated outside wheel track zones.

For the purposes of this Clause, for a 3.65m wide lane, the wheel track zones shall be taken to be between 0.5m and 1.1m and between 2.55m and 3.15m from the centre of the nearside lane markings for each traffic lane (or, in the absence of lane markings, lane edges).

Where the lane width is other than 3.65m then each wheel track zone shall be taken to be 0.6m wide with the inside edges of the wheel track offset from the centre of the lane by 0.72m.

Where an existing road pavement is resurfaced, joints in the surface course shall coincide with either the lane edge, the lane marking, or the middle of a traffic lane, whichever is appropriate.

Joints **must not** coincide with the wheel path.

Stepping of all joints shall be offset by 300mm from parallel joints in the layer beneath.

Where the requirements of 300mm steps and prohibition of joints in wheel track zones cannot be met, for example due to new lane configuration, the joints shall be offset as close as practicable to 300mm but not less than 150mm and only if the layer above is less than 150mm thick.

The faces of all cold upstanding edges, including previously laid asphalt, against which bituminous mixtures are to be laid to form joints shall be treated with one of the following:

- Hot elastomeric polymer-modified bituminous binder complying with BS EN 14023 with a penetration Class 4,
- Polymer modified bitumen emulsion complying with BS 594987 and BS EN 13808 Cohesion, table 4 class 4.

This operation shall be done so that the binder adheres to both the cold and the warm upstanding edges when the asphalt is placed.

Joints in binder courses and bases shall be compacted such, that when requested by the Engineer, the air voids content measured from core pairs whose centres are not more than 100mm from the final joint is not greater than 2% above the maximum permitted limit for core pairs in the body of the mat.



The air voids content shall be calculated in accordance with BS EN 12697-8 using the relevant bulk and maximum densities defined in Appendix B of BS EN 13108-20 for the relevant mixture type.

Within 24 hours of the joint being formed, a sealant shall be applied to the top surface of all base and binder course joints such that there is not less than 0.50 kg/m² of residual bitumen 75mm either side of the joint.

The sealant, which may contain mineral filler to BS EN 13043, shall be one of the following:

- Hot elastomeric polymer-modified bituminous binder complying with BS EN 14023 with a penetration Class 4,
- Bitumen emulsion with a cohesion by pendulum of Class 4 or above in accordance with BS EN 13808, or

5.6.8 Regulating Course

Regulating course material shall be produced and laid in accordance with the requirements of MCHW Clause 907.

5.6.9 Use of Surfaces by Traffic

Where a new bituminous layer other than the surface course is to be opened to highway traffic as a temporary running surface it shall either:

- Be surface dressed in accordance with MCHW Clause 919 using chippings of category not less than PSV50, or
- Contain a coarse aggregate of category of not less than PSV50.

Construction plant and traffic shall not be permitted to damage the sub-grade, or the pavement courses already constructed. Running surfaces used by construction traffic shall be kept free of deleterious materials.

5.6.10 Laying, Compaction, Inspection and Testing of Cold Recycled Bound Materials (CRBM), Cement Bound Granular Mixtures (CBGM) and Hydraulically Bound Mixtures (HBM)

Laying

In general, CRBM, CBGM and HBM requires a greater surcharge than conventional asphalt, as such the ability of the paver to lay thick layers shall be confirmed with the Engineer prior to laying operations commencing. A high compaction screed may give greater flexibility in layer thicknesses, especially where base and binder courses incorporate CRBM.

When laying CBGM and HBM base courses unless the material is to be covered immediately by another pavement layer, a seal coat must be applied to ensure retention of sufficient moisture for hydration. One of three options must be employed:

- Machine spray tanker application of a 40% bitumen emulsion applied at not less than 0.5 litre/m² to seal the surface,
- Application of an aluminised compound,
- The very frequent application of water spray. (Only be appropriate where two or more lifts are employed, and bond is required between the lifts)

Compaction



Compaction shall be carried out in accordance with the general requirements of BS 594987 and using a vibrating roller. Initial passes shall be carried out using dead weight only and the level of vibration gradually increased.

For CBGM and HBM mixtures and CRBM not containing bitumen, a finishing pneumatic tyred roller (PTR) with a wheel load of not less than 3 tonnes operating at a minimum tyre pressure of 4 bar shall also be used.

Consideration shall also be given to the use of a PTR or combi roller for CRBM incorporating bitumen, noting the contractors experience with installing such material with such plant.

Production

Item	Inspection	Test
Aggregate stockpiles	Daily	Grading and moisture content before production and weekly
Binders	On receipt	Supplier data
Combined grading of mixture	Continual	Daily
Moisture content of mixture	Continual	Daily

Table 11 - Minimum Frequencies for Inspection and Test during production of CRBM, CBGM and HBM

Compaction Testing

After trimming and final compaction, the in-situ bulk density shall be measured using a nuclear density gauge in direct transmission mode, to a depth of 25mm of the layer thickness. The meter readings shall be verified periodically in accordance with BS EN 13286-2.

The in-situ bulk density values obtained shall be compared with the refusal density value of the job standard mixture or of the refusal density of a specimen representative of the day's production. The average in-situ bulk density of each set of five values shall be at least 95% of the refusal density, with no individual in-situ density value being less than 93% of the respective refusal density.

Representative samples of the material shall be taken either at the mixing plant or from site. 150mm diameter cylindrical test specimens shall be manufactured in sets of six by compacting to refusal in accordance with BS 598 Part 104. The specimens shall be 150mm diameter, 75mm height for bitumen bound materials and 150mm height for cement and hydraulically bound mixtures and compaction must be completed within 2 hours of mixing.

End Product Testing

Sampling shall be taken at a rate of three specimen samples per 1000 tonnes, with a minimum of 3 per day.

A minimum of 40kg to be collected per specimen sample, subsequently four test samples are required to be produced:

- PRD,
- Cylindrical,
- Moisture Content, and an
- Additional three PSD tests from a bulk sample of six individual samples.

End Product Criteria



The produced CRBM, CBGM and HBM shall be meet the following criteria:

Material property of characteristic	Individual results	Mean from test set of six specimens	
Particle Size Distribution	TRL 611 Zone A for CRBM BS 14227-1 figure 3, grading envelopes for cement bound granular mixture 1 – 0/14 (maximum category G1) for CBGM C _{5/6} and above and HBM. CBGM C _{3/4} shall comply with BS 14227-1 table 3 or Zone A of table A1.1 of TRL611.	-	
Moisture content	±2%	-	
Relative In situ density	93% minimum	95% minimum	
Layer thickness	±25 mm of specified	±15mm of specified	
Indirect Tensile Stiffness Modulus BS EN12697-26:2004 Annex C (Bitumen bound) or	N/A	QVE Class B3 3100 MPa	Less 5%
Dynamic Modulus Flexural Strength	N/A	QH/SH (H1-H5) - Hydraulically Bound	Equal to or greater than the Declared Minimum Performance Class
Compressive strength (R_c) (BS 9227:2019)	No less than 67% of minimum strength requirement	CBGM and HBM (C _{3/4} , C _{5/6} , C _{6/8} , C _{8/10} , C _{9/12})	Equal to or greater than the Declared Laboratory mechanical performance category

Table 12 - End product criteria for CRBM, CBGM and HBM

Early life material properties

The recently installed performance of the CRBM shall be assessed using an LWD. It is important that the LWD can demonstrate a satisfactory correlation with an agreed reference test method, i.e., the FWD. Two options are permitted for LWD correlation (BS 1924-2, 2018): a site-specific correlation trial, or an annual correlation certificate. Proof of either method must be provided to the Engineer.

The performance of the final stabilised layer should be evaluated using a calibrated LWD within 24 hours of final compaction. Dependant on weather conditions testing could commence immediately, but in some instances a small rest period may be required. The final stabilised layer should meet the following criteria:

- The minimum surface modulus measurement should be ≥ 50 MPa within 2 hours of installation; or ≥ 100 MPa within 24 hours of completion of installation.

Where this criterion is not met, consideration should be made to delaying final surfacing to allow further curing and stiffening of the layer to occur. Alternatively, a



repeat of all or part of the recycling process should be undertaken until a compliant surface modulus is achieved.



6 Footways & Cycletracks

6.1 General

All drainage and sewerage, statutory undertakers' mains and street lighting service connections which run along the footway shall be installed and all trenches and pits shall be filled in accordance with Clauses 3.26 to 3.28. Before footway construction is commenced. Footways shall be completed up to binder course level, if flexible, or completed if flagged before any house is occupied. Manhole covers, valve boxes, gully grates, hydrant boxes, stop tap boxes shall be adjusted by the Developer to required levels to the satisfaction of the Engineer.

Where manhole covers are adjusted, the amount of brickwork above the slab shall not exceed 2 courses. In footways and verges 112mm brickwork in cement mortar may be used.

Recycled aggregates and reclaimed products will be the preferred choice over natural aggregates and products where it can be demonstrated that the reclaimed materials will prove no detriment to the in-service performance of the highway and the surrounding development.

6.2 Formation Preparation

The formation shall be shaped and rolled to levels as shown on the drawings.

Any organic material, any wet, dusty, loose, or deteriorated material shall be removed and replaced with properly compacted granular material to the required level. Total weedkiller shall be applied in accordance with the manufacturer's instructions.

6.3 Sub-base, Base and Surfacing materials and thicknesses

Loading Class	Layer	Material Reference	Thickness (mm)
Pedestrian Only	Surface Course	AC 6 dense surf 100/150 (footway only)	25
		Or	
	Binder Course	AC 10 close surf 100/150 (cycletrack or shared use)	30
		Or	
	Sub-base	Clause 948 H1-H3 or HBM C3/4	150
		Or	
		And	
Light vehicle overrun	Surface Course	AC 20 dense bin 100/150	50
		Or	
		AC 6 dense surf 100/150	25
		Or	
		AC 10 close surf 100/150 (cycletrack or shared use)	30

	Binder Course	Clause 948 H1-H3 or HBM C3/4	255
		Or	
		AC 20 dense bin 100/150	70
	And		
	Sub-base	Type 1 sub-base	225
Heavy vehicle overrun	Surface Course	AC 6 dense surf 100/150	25
		Or	
		AC 10 close surf 100/150 (cycletrack or shared use)	30
	Binder Course	Clause 948 H1-H3 or HBM C3/4	340 (2-4% CBR) 285 (>4% CBR)
		Or	
		AC 20 dense bin 100/150	90
	And		
Sub-base	Type 1 sub-base	320 (2.5-4% CBR) 210 (>4% CBR)	

Table 13 – Footway and Cycletrack sub-base, base and surfacing materials and thicknesses

Note: When using MCHW Clause 948 CRBM, CBGM or HBM materials a combined base/binder and sub-base has been adopted, based on a variation of the design guidance for low traffic roads contained within TRL611. When adopting this approach, the use of an unbound sub-base is unnecessary, and the Clause 948/HBM material can be laid directly atop of the sub-grade.

The loading class shall be subject to agreement with the Engineer, at the Engineer's discretion areas deemed to be likely subject to repeated vehicle overrun such as parking, then a higher loading class may be selected.

6.4 Laying Sub-base

The sub-base shall be constructed in such manner:

- Compaction shall be carried out with a roller weighing not less than 2.5 tonnes.
- The thickness of layer after compaction shall be not less than 100mm.
- The surface of the sub-base shall be within +0 -20mm of the specified level.

6.5 Laying Binder Course

The sub-base or sub-grade surface shall be clean and free from standing water.

The material shall be covered with tarpaulins whilst being delivered and whilst stockpiled on site.

The material shall be compacted by rolling with a 2.5 tonne roller or approved vibrating roller until subsequent passes result in no further roller marks.

Joints shall be treated in such a way as to ensure adequate compaction and bonding.

The finished surface shall be within +0 or -6mm from the true surface level.



6.6 Laying Surface Course

The start and finish of the surface course and all construction joints shall be properly 'keyed-in' to the adjacent surface.

The material shall be covered with tarpaulins during delivery and whilst stockpiled on site.

The surface course material shall be spread and compacted evenly to the required profile to a layer thickness of 20mm.

The material shall be compacted by rolling with a 2.5 tonne roller or approved vibrating roller until all roller marks have been removed from the surface.

The finished surface shall be within +0 or -6mm of true surface profile. The finished surface shall be 3 - 6mm above any kerb or channel block or gully frame or edging if the surface falls towards the edging.

Any sections of surfacing to be designated for use as cycle routes shall incorporate hardstone crushed rock coarse aggregate with a minimum PSV of 55 in surface course(s).

Wherever practical the surface and binder course layers shall be machine laid to improve both durability, long-term strength, profile and shedding of surface water

6.7 Flags and Block Paving

Flags and block paving shall be used only where heavy pedestrian traffic is expected or when justified in particular circumstances and their use shall be subject to the prior agreement of the Engineer. No flagged areas will be permitted where vehicle overrun is anticipated.

Where flags and/or block paving permitted, the materials shall conform to the requirements of the approved [LCC Palette of Materials Code of Practice \(CoP\)](#). Where an enhanced material is specified and agreed the developer shall be liable for a commuted sum for the increased maintenance burden over the lifecycle of the asset, as calculated in accordance with methodology contained within the LCC Palette of Materials CoP.

6.8 Laying of Flags and Block Paving

Flags shall be laid to the required crossfalls and to 150mm or 300mm bond with the longer sides of the flags at right angles to the kerb unless otherwise specified. On circular work where the radius is 12m or less all flags shall be radially cut on both edges to the required line.

Flags shall be laid in accordance with BS 7533: Part 4.

Block paving shall be laid in accordance with BS 7533: Part 3.

6.9 Laying Course

Precast concrete flags larger than 450mm x 450mm shall be bedded on a laying course of 3:1 sand cement mortar 25mm thick.

Small element concrete paving flags 450mm x 450mm or smaller shall be bedded on a laying course of sand 30mm thick to BS 7533: Part 4.



Block paving shall be bedded on a laying course of Category III bedding sand 50mm thick to BS 7533: Part 3.



7 Kerbs, Channels & Edge Restraints

7.1 Precast Concrete Kerbs, Channels and Edgings

Precast concrete kerbs channels and edgings shall be to BS EN 1339 in pressed concrete with the coarse aggregate having a 10% fines value not less than 120kN.

Kerbs shall be 125mm x 255mm half battered ($12\frac{1}{2}^\circ$). Where a grass verge lies directly behind the kerb line, the Engineer may require 125mm x 255 mm 45° splayed kerbs.

Bullnose kerbs at domestic vehicle crossings and pedestrian crossings shall be 125mm x 150mm.

Special dropper (taper) kerbs shall be used to reduce the kerb face for crossings on straight runs.

The correct radius kerb shall be used for all radii of 12m or less.

Precast concrete channels 230mm x 75mm shall be used in conjunction with kerbs on lengths where in the opinion of the Engineer longitudinal falls are inadequate for satisfactory natural drainage. The channels to be bedded on mix ST1 concrete 225mm thick. False falls shall be created along the channel by reducing the kerb height to 75mm at summits and increasing the height to 125mm at valleys.

Channels formed in asphalt will not be accepted.

Edgings shall be 50mm x 200mm pressed concrete flat-topped square section.

7.2 Kerb Foundations

All kerbs shall be set on a bed 275mm wide x 150mm deep of cast in-situ mix ST1 concrete.

Immediately after laying, kerbs shall be backed and/or haunched with mix ST1 concrete.

Kerb bed and haunching concrete shall be adequately compacted.

7.3 Laying Edgings

The 50mm x 200mm precast concrete footway edgings to Clause 7.1. shall be laid on edge on a bed of mix ST1 concrete 75mm thick, true to the line and levels of the footway and shall be haunched at the back with 100mm concrete within 50mm of the top and at the front with 50mm concrete to within 75mm of the top.

In areas where the sub-grade is prone to expansion and contraction resulting from climatic changes, such as clay, the concrete bed must be laid a top of a minimum of 100mm of type 1 sub-base, continued from the path construction. Alternatively, and where appropriate the edging can be omitted, in such scenarios each construction layer must be stepped out 150mm from the layer above and bound layers must be machine laid to ensure adequate level control and surface regularity.

7.4 Kerb and Edging Lines

Kerb and edging lines shall be properly set out with road pins and string lines to the lines and levels given on the approved drawings.



The kerbs and edgings shall be laid accurately to these lines and fine adjustments made so that a smooth flowing alignment is achieved free from sudden deviations or imperfections within a tolerance of +13mm to the satisfaction of the Engineer.

Kerb upstand shall be between 100mm and 125mm on completion as required by the Engineer.

The surface level of kerbs and edgings shall not deviate from the design level by more than +6mm, nor shall the longitudinal surface regularity deviate by more than 3mm in 3m when checked with a 3mm straight edge.

7.5 Dropped Kerbs

Dropped kerbs shall be provided at vehicular crossings and pedestrian crossing places including junctions.

A domestic vehicular crossing on the straight or radius over 12m shall consist of:

- A taper/dropped kerb for 125mm x 255mm half (or full) battered kerbs,
- A minimum of four 125mm x 150mm bullnose kerbs laid to give a 25mm face,
- A taper/dropped kerb.

All pedestrian crossing points shall have kerbs laid flush-6mm and inverted bull nose kerbs shall be used as this ensures that there is no radius and a clean, straight, hazard free edge for asphalt to be laid up to can be provided. At all uncontrolled crossing points buff coloured tactile paving must also be provided in accordance with DfT guidance found within "Inclusive Mobility".



8 Road Restraint Systems

It is expected that all practical attempts should be made to prevent new hazards being created or to design them out, thus avoiding the need to consider vehicle restraint system provision. Where this is not possible reference should be made to [Lancashire County Council Vehicle Restraint Systems Code of Practice](#).

Any proposals for new road restraint systems must be submitted for approval.

Notwithstanding the requirements contained within the LCC Vehicle Restraint Systems Code of Practice any new road restraint system shall be an un-tensioned system.

Plans to construct anything within 3.5m of an existing road restraint system shall require approval.



9 Street Lighting

9.1 Nature and extent of work

The Developer shall include for the supply and delivery to site of all equipment detailed hereafter, the erection, wiring, testing, and commissioning of the installation and leaving it in working order to the satisfaction of the Engineer.

The Developer shall include for the cost of, and arrange for the provision of, underground electricity service connections. The Developer shall provide all necessary ducts, etc and such facilities as may be required by the Distribution Network Operator (DNO) to carry out their inspections and tests.

The Developer shall complete the Energy Liability Acceptance Form (ELA) required by the DNO. In so doing the Developer accepts responsibility for the payment of energy charges from the date of connection until the date of taking over by the Engineer.

9.2 Provision and commissioning by the County Council

Should the Developer require the County Council to carry out the provision and commissioning of the street lighting installation at a site within the County Council's area, this may, at the discretion of the Engineer, be arranged against an official order issued by the Developer to the County Council which shall include for the provision of service connections by the DNO.

9.3 Standard and type of lighting

In order that the Engineer can specify the standard and type of lighting required on a development, the Developer shall:

- Supply two copies of the site plan in .dwg format to the Engineer who will design the lighting scheme and return the plans marked up to indicate the approximate locations of the lighting columns (and wall brackets where appropriate) together with two copies of a completed schedule detailing the type of equipment to be provided and installed. The Developer will be required to reimburse the County Council for the cost of the time spent by the Engineer in designing the scheme and for which an estimate can, if requested, be given in advance.

Alternatively, the Developer shall;

- Supply two copies of the site plan for the use of the Engineer who will return one copy together with a completed schedule indicating the standard of lighting required and the type of equipment to be used. The Developer must then arrange for the lighting scheme to be designed, in accordance with the current LCC Code of Practice on Road Lighting and Highway Electrical Systems Design and submit two copies of the proposed lighting layout plan for the formal approval of the Engineer.

9.4 Lighting equipment

Lighting equipment shall be in accordance with the current LCC List of Approved Equipment.

The Developer shall provide and install equipment detailed by the Engineer on the schedule.



9.5 Approval of column and wall bracket positions on site

The Developer shall obtain the approval of the Engineer regarding the precise positions of the lighting columns, wall brackets and other electrical equipment on site prior to the commencement of erection.

9.6 Locations of columns

Columns, unless otherwise determined by the Engineer, shall be located:

- At the rear of the footway (where no verge is proposed),
- At the rear of the grass verge (where a verge is provided between footway and carriageway),
- On developments utilising 'car ways' and joint use cul-de-sacs where sited in the adopted service strip or on an adopted footway where it intercepts the shared carriageway surface, 0.5 metres back from the shared surface edging.

The door of the column shall face the footway, or the carriageway where there is no separate footway.

9.7 Installation

9.7.1 Electricity Service Connections

The Developer shall instruct the DNO and shall pay the cost of providing an underground service to each lighting column.

The developer shall inform the County Council if it intends to use the services of an Independent Distribution Network Operator (IDNO).

All cables will normally be DNO cables forming part of the DNO mains network on completion.

Exceptionally, for illuminated traffic signs and bollards and for lighting columns on footways remote from DNO mains, isolatable cables may be considered which will become the responsibility of the Highway Authority on adoption.

Such cables shall be subject to a specific design and specification agreed with the County Council in every case.

9.7.2 Equipment Erection

Equipment erection shall be in accordance with the current LCC Special Details - Electrical.

9.7.3 Damage to Services

The Developer will be held responsible for any damage to services or underground works or to any overhead services or works caused during, or in consequence of, any part of the installation work.

9.7.4 Reinstatement

The Developer shall be responsible for all permanent reinstatements including those of excavations due to the provision of electricity services.

Reinstatements shall be undertaken in accordance with Specification for the Reinstatement of Openings in Highways (SROH). Notwithstanding the requirements



of SROH the pavement, including foundation material thicknesses shall be at least equivalent to the requirements of table 6, for the specific road type, of this specification.

9.7.5 Removal of Existing Equipment

The Developer shall bear the cost of removing or re-siting any existing lighting equipment affected by the development. The Developer shall place an order with the County Council covering the disconnection, removal, re-siting, reconnection and commissioning of this equipment and the provision of any additional equipment necessitated on existing highways by the development.

Compliance with Regulations. All equipment shall be installed in full compliance with the current edition of:

- BS 7671 Institution of Engineering and Technology (IET) Regulations for Electrical Installation,
- Institution of Lighting Professionals (ILP) Code of practice for electrical safety in highway electrical operations
- The Electrical Supply Regulations,
- The Electricity at Work Regulations.

9.7.6 Numbering of columns

Each column illuminated sign and bollard shall be numbered in accordance with instructions given by the Engineer.

9.8 Lighting columns

Lighting Columns shall be in accordance with the current LCC Lighting Column Specification.

9.9 Posts for traffic signs

Posts for traffic signs shall be in accordance with the current LCC Posts for Traffic Signs Specification.

9.10 Inspection

The works shall be available for inspection during all reasonable hours throughout the construction period.

9.11 Maintenance

The Engineer will take over commissioned lighting units for operation and maintenance in advance of completion of the works, provided that

The Engineer is advised within 28 days of the commissioning date of each unit,

- The installation is found on inspection, to be satisfactory in all respects,
- (The developer provides a Test Certificate in accordance with BS 7671 for each unit,
- The Developer accepts responsibility for the cost of any necessary repairs or replacements arising from faulty workmanship, damage, or from the failure of materials, until the highway is adopted,
- The lighting units commissioned and offered for maintenance form a continuous lighting system with existing public roads and, within the development,



illuminate complete lengths of road between junctions or to the boundaries of approved phases of the development, or entire cul-de-sacs,

- Completed Lighting Inventories have been submitted to and accepted by the Engineer.

'Taking over' for the purposes of operation and maintenance by the Engineer shall entail responsibility for -

- Payment of energy charges to the DNO from the date of taking over,
- Routine cleaning, lamp replacement and inspection provided that easy access is available for maintenance vehicles and/or personnel.

(Note: Energy charges from the date of connection to the date of taking over are the responsibility of the Developer)



Report to the Cabinet

Meeting to be held on Thursday, 19 January 2023

Report of the (Acting) Director of Education, Culture and Skills

Part I

Electoral Divisions affected:
Skelmersdale Central;
Skelmersdale East;
Skelmersdale West; West
Lancashire East; West
Lancashire North; West
Lancashire West;

Corporate Priorities:
Caring for the vulnerable;

Increase in the Number of Places at Kingsbury Special School, Skelmersdale and Establishment of Special Educational Needs Units across Lancashire
(Appendix 'A' refers)

Contact for further information:

Sally Richardson, Tel: 07920086432, Head of Inclusion
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Brief Summary

This report provides an update on the implementation of the Special Educational Needs and Disabilities Sufficiency Strategy and identifies proposals to increase the range and amount of specialist provision available in different locations across Lancashire.

Included within this report are the results of the feasibility study and informal consultation to expand and increase the number of pupil places at Kingsbury Primary School, which is a special school in Skelmersdale for children with generic learning difficulties. Cabinet is asked to note the results of the informal consultation and give approval for the initiation of the formal consultation process, which is a requirement to make this type of permanent change to a school.

In addition, proposals are put forward to initiate feasibility studies and start the informal consultation process which would support the development of Special Educational Needs Units attached to four mainstream schools in different locations across the county.

Recommendation

Cabinet is asked to:

- (i) Consider the results of the informal consultation to expand and increase the number of school places at Kingsbury Primary School, Skelmersdale and to approve the issuing of statutory notices and the initiation of the formal consultation process required to make these changes.
- (ii) Approve the initiation of feasibility studies and the informal consultation process to establish Special Educational Needs units at the following mainstream schools:
 - Thornton Primary School;
 - Calder Vale St John Church of England Primary School, Garstang;
 - Park Primary School, Colne;
 - Mount Carmel Roman Catholic High School, Hyndburn.
- (iii) Subject to (ii) above, authorise the Executive Director of Education and Children's Services, in consultation with the Cabinet Member for Education and Skills, to review the outcomes of the informal consultation and whether to proceed with the formal consultations to establish Special Educational Needs units at these schools.

Detail

Kingsbury Primary Special School

Kingsbury Primary Special School, Skelmersdale is a school for children aged between 2-11 years with generic learning difficulties. The proposal is to expand the school by creating 30 additional places, through the addition of a modular buildings on the school site. This new accommodation will be funded by the school. This would increase capacity at Kingsbury Primary School by 30 places to 120.

In September 2022, Cabinet gave approval to initiate the informal consultation processes to expand and increase the number of places at Kingsbury Primary School. This expansion would increase the number of school places by more than 10%. This type of change is considered to a prescribed alteration or significant change to a school and a formal consultation is part of the statutory process required to increase the number of special school places in this way.

Consultations

The informal consultation with interested parties in respect of this expansion was carried out between 10 October 2022 and 13 November 2022. This period of consultation included a meeting for all interested parties on 11 October 2022.

A total of thirteen responses were received to the informal consultation; twelve respondents strongly agreed with the proposal and comments included the need for



more specialist placements and building on benefits already provided at Kingsbury Primary School. No comments were received from the respondent who strongly disagreed with the proposal.

A summary of consultation responses is set out at Appendix 'A'. These are deemed to be Part II as Appendix 'A' contains information relating to any individual and information which is likely to reveal the identity of an individual.

Special Educational Needs units where feasibility studies/informal consultations have not started

A request to invite mainstream schools to submit expressions of interest in establishing Special Educational Needs units was approved by Cabinet on 7 April 2022. The following four schools are either located within or close to the areas of the county where units are still required:

- Thornton Primary School;
- Calder Vale St John Church of England Primary School, Garstang;
- Park Primary School, Colne;
- Mount Carmel Roman Catholic High School, Hyndburn.

All these schools are rated good by Ofsted.

Cabinet is asked to approve the initiation of feasibility studies and informal consultations, where appropriate, for the establishment of Special Educational Needs units at these schools, to accommodate up to 16 pupils with social communication and interaction needs.

Calder Vale St John Church of England Primary School is located in the Garstang area in the North of the county. It is an inclusive school, with a proven track record of providing support successfully for children who have been difficult to place. Although this area of the county has not previously been designated as requiring a Special Educational Needs unit, expressions of interest from schools in the Lancaster/Morecambe area have been limited and there is currently only one such unit attached to a mainstream primary school in that location. Calder Vale St John Church of England Primary School has good transport links to Lancaster.

Park Primary School is located in Pendle in the East of the county. Walverden Primary School, which is also in the East of the county, had previously been approved for a Special Educational Needs unit, this is not currently being taken forward due to general building works being required across the school which must be completed prior to adapting the school to accommodate a Special Educational Needs unit. The cost of building works required at Walverden Primary School in order to establish a Special Educational Needs unit have significantly increased since initial approval was granted by Cabinet and therefore further approval is likely to be required in the future, should a decision be made to proceed with the proposal to develop a Special Educational Needs unit at this school.

All four schools have space available to accommodate pupils within a Special Educational Needs unit, either in the school building or on the school site, although

some schools may require a small amount of building work to make the necessary adaptations to existing space within school. Mount Carmel Roman Catholic High School would require a modular classroom, or an additional build onto the existing school building, to accommodate the Special Educational Needs Unit, the cost and feasibility of such would be determined through the informal consultation.

The addition of a Special Educational Needs unit to a mainstream school is also considered to be a prescribed alteration and therefore the local authority is required to complete the necessary statutory processes in order to implement this type of permanent change. The informal consultation is not a requirement of the statutory process although it is recommended.

Cabinet is asked to authorise the Executive Director of Education and Children's Services, in consultation with the Cabinet Member for Education and Skills, to review the outcomes of the informal consultations and whether to proceed with the formal consultations to establish Special Educational Needs units at these four schools.

The results of the formal consultations and feasibility studies will be presented to Cabinet for final approval for the permanent addition of an SEN unit to each of these schools in 2023.

Implications:

This item has the following implications, as indicated:

Financial

The expansion at Kingsbury Primary School requires no capital commitment from the capital programme.

Any building works that are agreed by the authority to establish Special Educational Needs units will be funded via the High Needs Provision Capital Allocation this is grant funding and the amounts of funding available may limit the schemes that are deliverable

By increasing the county council's internal Special School Provision, this will enable progress to be made towards keeping up with the demands on the service and becoming less reliant on the use of Independent School placements which are not cost effective and currently a growing pressure on the revenue budget.

The current average cost of an independent school placement is £44,000, compared to an average internal Special School place of £22,000.

Demand/expenditure is currently increasing by approximately 8% per year, compared to indicative funding allocations for the High Needs Block of 3% per year. This is making the gap between expenditure and funding much wider over the next few years. Special Educational Needs and Disabilities sufficiency work is being carried out to address these issues and to prevent Lancashire County Council going into a High Needs Deficit Position. The additional internal places created will therefore help to support the growing financial pressures on the High Needs Budget.

Risk management

The county council and partners across education, health and care are required to work together to plan for and meet the needs of children and young people who have special educational needs and disabilities, in line with the Special Educational Needs and Disabilities Code of Practice 2014.

If the decision was not to proceed with the proposals contained within the report, the risk would be insufficient places and potential for increased costs out of area. This proposal mitigates the risk of this and the county council failing in its duty to provide sufficient school places.

Equality and Cohesion

The proposals impact the age (young person) and disability protected characteristics. Whilst it is anticipated that the proposals should be positive in terms of advancing equality of opportunity for these groups, an Equality Impact Assessment will be prepared following formal consultation to reflect issues raised during the full consultation process.

Property Asset Management

All works are being funded from within Kingsbury Primary School's own resources and managed by the school.

Any works necessary in respect of the mainstream Special Educational Needs Units would be identified through the feasibility studies.

List of Background Papers

Paper	Date	Contact/Tel
None		

Reason for inclusion in Part II, if appropriate

Appendix 'A' - Exempt information as defined in Paragraphs 1 and 2 of Part 1 of Schedule 12A to the Local Government Act 1972. Appendix 'A' contains information relating to any individual and information which is likely to reveal the identity of an individual. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Report to the Cabinet

Meeting to be held on Thursday, 19 January 2023

Report of the (Acting) Director of Education, Culture and Skills

Part I

Electoral Divisions affected:
Heysham; Lancaster Rural
East; Lancaster Rural North;
Morecambe Central;
Morecambe North; Morecambe
South;

Corporate Priorities:
Caring for the vulnerable;

Special Educational Needs and Disabilities Sufficiency Strategy - Bleasdale School, Silverdale

Contact for further information:

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Brief Summary

This report relates to the residential element of Bleasdale School, Silverdale, which is an all through school for pupils with profound and multiple learning difficulties in the north of Lancashire.

On 6 October 2022, Cabinet gave approval for feasibility studies to be undertaken on four possible options with respect to the future use of the residential site of Bleasdale School, in an effort to try and avoid the under-utilisation of the facilities available and to optimise the efficient use of public funds.

One of the four options presented to Cabinet in October was to maintain the Bleasdale School provision in its existing form, including boarding provision. The situation changed in October 2022 and there are now no pupils in the residential facilities at Bleasdale School. It is not anticipated there will be any demand for residential provision at this site in the future. Cabinet is therefore asked to give consideration to closing the residential provision at this school, while the feasibility studies into the other three options are completed. It is anticipated there will be no change to the day school provision at Bleasdale School.

Recommendation

Cabinet is asked to:

- (i) Approve the proposal to carry out an informal consultation to remove the boarding provision at Bleasdale School.
- (ii) Subject to (i) above, authorise the Executive Director of Education and Children's Services, in consultation with the Cabinet Member for Education and Skills, to review the outcomes of the informal consultation and whether to proceed with the formal consultation to remove the boarding provision at Bleasdale School.
- (iii) Note that, subject to (i) and (ii) above, Cabinet will be presented with the results of the formal consultation in due course and will be asked to make a final decision about whether to approve the permanent removal of boarding provision at Bleasdale School.

Detail

Bleasdale School is a residential school for children and young people with profound and multiple learning difficulties between the ages of 2 and 19 years. It is situated in Silverdale, which is a village in the north of the county very close to the Cumbrian border. The day school provision and boarding provision are on two sites, on either side of a road. While the two sites are distinct entities, pupils from the day school do access facilities contained within the boarding provision, including the hydrotherapy pool and rebound centre.

On 6 October 2022, Cabinet approved the undertaking of a feasibility study which would consider the following four options:

- maintain the current provision.
- dispose of the residential building.
- create a children's home managed by the local authority.
- create a children's home managed by a private provider.

The cost to the high needs block in respect of the residential element of Bleasdale School is £926,000 per annum.

There have been a number of long-standing difficulties with the recruitment and retention of residential staff at the school. One of the regulatory requirements of boarding provision is the appointment of a care manager and this year the school has only been able to fill this post through the secondment of a member staff who works in the day school. This member of staff is now required in school to keep all classes running, along with almost all other members of the residential staff, who either work part time in the day school, or who could be absorbed within the day school staff team.

The uncertainty in relation to the future of the boarding provision and the existing interim arrangements is having an adverse effect on staff morale and serving to compound difficulties with staff retention. It is anticipated that this situation, if not resolved soon, has the potential to increase sickness absence further.

In the week beginning 17 October 2022, it became apparent that the school was not able to staff the residential element of the school. Any staff, including those that had been seconded from the main day school, were needed to ensure there were sufficient staff to keep all classes running within the day school.

Pupils were last admitted to the residential provision at this school four years ago, and it is not anticipated there will be any further requirement for this provision now or in the future, based on current demand. Families are either tending to opt for their children to remain at home and taking up short breaks or utilising the 52-week residential provision.

For these reasons, the school made the decision it was no longer able to provide boarding provision. It should be noted that no pupil previously taking up the residential offer at Bleasdale School had educational needs that identified a requirement for boarding provision. Alternative arrangements were already in place for any pupil with additional social care needs and any decisions about the requirement to secure care provision for an individual pupil were independent of the decision to withdraw the school's residential offer.

The request to close the residential provision permanently has been led by Bleasdale School, with support from governors, due to the continued issues with staff recruitment and retention and the lack of demand for this type of provision. Bleasdale School will continue to operate as before in respect of its day-time educational provision and it is not anticipated that there will be any change to this provision if the boarding provision is removed.

It is anticipated that the removal of boarding provision from Bleasdale School would result in a reduction in hours for one member of staff and that all other staff members would not be affected adversely by this change.

The removal of boarding provision from a maintained school is a prescribed alteration and therefore a statutory process is required to proceed with this proposal. Cabinet is therefore being asked to approve a proposal to initiate an informal consultation, in relation to the removal of the boarding provision at Bleasdale School. Should approval be given, this would remove the first option presented to Cabinet in October 2022, which was to maintain the existing provision. The reason for seeking this approval in advance of the completion of the feasibility studies to consider all four options simultaneously is due to the following:

- 1) the situation has changed since the original report was written and there are no longer any residential pupils as the school is unable to offer boarding provision relating to long-standing issues with staff recruitment and retention.
- 2) it is anticipated that the removal of boarding provision will serve to stabilise the workforce at Bleasdale School.

- 3) it will offer a more efficient use of public resources as there will be a reduction in the amount of funding required by the school as the boarding provision will no longer be required.

Subject to approval to initiate the statutory processes required to remove the residential provision at Bleasdale School, Cabinet is also asked to authorise the Executive Director for Education and Skills, in consultation with the Cabinet Member for Education and Skills, to review the outcomes of the informal consultation and whether to proceed with the formal consultation to remove the boarding provision at Bleasdale School. The formal consultation will be completed by May 2023 and will be carried out in line with the prescribed alteration procedures.

Cabinet would be provided with the results of any formal consultation in order to make the final decision about whether to approve the permanent removal of boarding provision at Bleasdale School.

Consultations

No consultations have yet been undertaken.

Implications:

This item has the following implications, as indicated:

Risk management

The county council and partners across education, health and care are required to work together to plan for and meet the needs of children and young people who have special educational needs and disabilities, in line with the Special Educational Needs and Disabilities Code of Practice 2014, the Chronically Sick and Disabled Persons Act 1970 and the Children Act 1989.

Financial

The £926,000 annual cost of this provision, quoted earlier in the report, is the cost to operate the residential element of Bleasdale School, Silverdale if it was fully staffed and all the residential places occupied.

The feasibility study will determine any expenditure/saving from the High Needs budget.

Human Resources

Staff have been consulted on the proposals so that any concerns raised can be addressed.

Property Asset Management

Subject to the outcome of the consultation and subsequent Cabinet decision, future use of the accommodation at Bleasdale School for boarding provision will be reviewed in line with the findings of the feasibility studies.



Legal

The county council has a legal duty to ensure adequate provision is made for pupils with special educational needs and disabilities.

Equality and Cohesion

This proposal impacts on both the age (young people) and disability protected characteristics of the Equality Act 2010 and potentially also on staff at the school whose protected characteristics are not known at present. To meet the requirements of the Public Sector Equality Duty fuller consideration will be given to these aspects as part of any feasibility study or further development of this proposal so that any potential adverse impacts can be fully considered as part of the process.

List of Background Papers

Paper	Date	Contact/Tel
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None

Reason for inclusion in Part II, if appropriate

N/A



Report to the Cabinet

Meeting to be held on Thursday, 19 January 2023

Report of the (Acting) Director of Education, Culture and Skills

Part I

Electoral Divisions affected:
Lancaster Central; Lancaster
East; Lancaster Rural East;
Lancaster Rural North;
Lancaster South East;

Corporate Priorities:
Delivering better services;

**Special Educational Needs and Disabilities Sufficiency Strategy - North Area,
Creation of a Free School for children with Social, Emotional and Mental
Health Needs**

(Appendices 'A' to 'C' refer)

Contact for further information:

Dr Sally Richardson, Tel: 07920086432, Head of Inclusion
sally.richardson@lancashire.gov.uk

Brief Summary

This report provides the outcome of the feasibility study and informal consultation in relation to a proposal to create a free special school for primary aged pupils presenting with social, emotional and mental health needs on the site of the former Firbank Children's Centre, which is on the same site as Castle View Primary School in Lancaster.

This is deemed to be a Key Decision and the requirements of Standing Order C19 have been complied with.

Recommendation

Cabinet is asked to:

- (i) Approve the establishment of a free school for children with social emotional and mental health needs in the north of the county through the free school presumption process.

- (ii) Subject to (i) above, approve the early appraisal of costs, subject to the preparation of a fully costed estimate.
- (iii) Subject to (i) and (ii) above, authorise the Executive Director of Education and Children's Services, in consultation with the Cabinet Member for Education and Skills, and in conjunction with the Department for Education, to recruit a sponsor.

Detail

In June 2022, Cabinet approved the undertaking of a consultation process to establish a new free school in the former Firbank Children's Centre, on the adjacent site to Castle View Primary School in Lancaster. The school would be co-educational, catering for primary aged pupils presenting with social, emotional and mental health needs. This proposal is in accordance with the updated Department for Education 'Establishing a New School: Free School Presumption' guidance and associated framework.

The Department for Education identified Castle View Primary School as one of the schools that would be included in the School Rebuilding Programme. This information became available to the county council on 16 December 2022. It is not clear what the implications would be, if any, for the development of a new free school on a site that is adjacent to the site of Castle View Primary School.

The Council will continue to work closely with Cidari, the trust that Castle View is part of, and the Department for Education on this project.

Consultations

The informal consultation with interested parties, including families, staff and the governing bodies of both Castle View Primary School and Rising Stars nursery (located in the former Firbank Children's Centre) on the site was undertaken between 12 September 2022 and 2 December 2022. This period of consultation included a meeting for all interested parties on 12 October 2022.

Of the 47 responses received in respect of the informal consultation 41 (88%) either strongly agreed or tended to agree to the proposal. All these respondents who answered the question in the survey 'Why do you say that?' commented on the need for specialist social, emotional and mental health school provision in Lancaster.

Five respondents tended to disagree or strongly disagreed with the proposal. Comments from these respondents included references to congestion around the school site. Concerns were also raised about whether Castle View Primary School staff were sufficiently trained to provide support for pupils with social, emotional and mental health needs and whether this would have an adverse effect on the availability of nursery provision. However, as the new free school would be separate from Castle View Primary School, nursery provision would continue to be provided in the former Firbank Children's Centre but in a different part of the building.

One respondent neither agreed nor disagreed with the proposal.



A summary of consultation responses is set out at Appendix 'A'. These are deemed to be Part II as Appendix 'A' contains information relating to any individual and information which is likely to reveal the identity of an individual.

Cabinet is asked to approve the establishment of a co-educational primary free school for children with social, emotional and mental health difficulties in the North of the county, through the free school presumption process and to approve the early appraisal of costs, subject to the preparation of a fully costed estimate.

Subject to approval of the above, Cabinet is asked to authorise the Executive Director of Education and Children's Services, in consultation with the Cabinet Member for Education and Skills, and in conjunction with the Department for Education, to recruit a sponsor.

Implications:

This item has the following implications, as indicated:

Risk management

The county council and partners across education, health and care are required to work together to plan for and meet the needs of children and young people who have special educational needs and disabilities, in line with the Special Educational Needs and Disabilities Code of Practice 2014.

If the decision was not to proceed with the proposals contained within the report, the risk would be insufficient special school places and increased costs for out of area provision. This proposal mitigates the risk of this and the county council failing in its duty to provide sufficient school places.

Financial

High needs funding within the dedicated schools grant supports provision for children and young people with special educational needs and disabilities. This funding enables local authorities and education providers to meet their statutory duties under the Children and Families Act 2014.

The feasibility study provides an early appraisal of costs which do not include fixtures, fitting and equipment, ICT, removal of existing fixtures, fitting and equipment. A mature estimate of costs will be available on production of a detailed design and the outcome of a procurement exercise to determine the delivery route.

The financial implications are set out at Appendices 'B' and 'C'. These are deemed to be Part II as they contain information relating to the financial or business affairs of any particular person (including the authority holding that information).

Equality and Cohesion

The proposals impact the age (young person) and disability protected characteristics. Whilst it is anticipated that the proposals should be positive in terms of advancing equality of opportunity for these groups, an Equality Impact Assessment will be

prepared following formal consultation to reflect issues raised during the full consultation process.

Property Asset Management

The former Firbank Centre and land is held freehold by the county council and sits adjacent to the Castle View Academy site which was transferred by way of 125 year lease to Cidari Multi-Academy Trust.

A study was commissioned to establish the feasibility and early appraisal of costs for alterations to the existing accommodation at Firbank which is proposed for use as a Free School for Social, Emotional and Mental Health provision.

The study takes into account Department for Education area guidelines for Special Educational Needs and Disabilities and alternate provision known as the 'building bulletins'. The carbon output will be reviewed and where possible the building will be upgraded.

List of Background Papers

Paper	Date	Contact/Tel
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None

Reason for inclusion in Part II, if appropriate

Appendix 'A' - Exempt information as defined in Paragraphs 1 and 2 of Part 1 of Schedule 12A to the Local Government Act 1972. Appendix 'A' contains information relating to any individual and information which is likely to reveal the identity of an individual. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Appendices 'B' and 'C' - Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. Appendices 'B' and 'C' contain information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Report to the Cabinet

Meeting to be held on Thursday, 19 January 2023

Report of the Director of Finance

Part I

Electoral Division affected:
(All Divisions);

Corporate Priorities:
Delivering better services;

Schools Budget 2023/24

(Appendices 'A' and 'B' refer)

(Appendix 'B' will be circulated after the Schools Forum meeting on 12 January 2023)

Contact for further information:

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sylwia.krajewska@lancashire.gov.uk

Brief Summary

In accordance with the Government's school funding Regulations and Guidance, the Authority is required to submit a final Schools Block budget pro-forma for 2023/24 to the Education and Skills Funding Agency by 20 January 2023. This report seeks the authorisation of the Cabinet to submit the Schools Block budget pro-forma and requests approval for the Early Years, High Needs and Central Schools Services Block budgets for 2023/24.

This is deemed to be a Key Decision and the requirements of Standing Order C19 have been complied with.

Recommendation

Cabinet is asked to:

- (i) Note the report, including the 2023/24 Dedicated Schools Grant allocations, the final budget proposals for each funding block and any comments made by the Lancashire Schools Forum.
- (ii) Authorise the Principal Accountant – Schools Finance to submit the final Schools Block budget pro-forma for 2023/24 to the Education and Skills

Funding Agency by 20 January 2023, on the basis set out in this report.

- (iii) Approve the 2023/24 budgets for the Early Years, High Needs and Central Schools Services Blocks and local proposals for the High Needs Supplementary Grant allocation for 2023/24.
- (iv) Agree that the Dedicated Schools Grant Reserve underwrite the uncertainties around the 2023/24 Schools Budget.

This decision should be implemented immediately for the purposes of Standing Order C28(3) as any delay could adversely affect the execution of the county council's responsibilities. The reason for this is to ensure that the necessary pro-forma can be submitted to the Education and Skills Funding Agency by the required deadline of 20 January 2023.

Detail

The Dedicated Schools Grant is a ring-fenced specific grant, and it must be used in support of the Schools Budget as defined in the Dedicated Schools Grant Conditions of Grant and the School and Early Years Finance (England) Regulations. The Dedicated Schools Grant is allocated to every Local Authority in four funding blocks, each calculated using national funding formulae. The four blocks are:

- Schools Block;
- High Needs Block;
- Early Years Block;
- Central School Services Block.

In July 2022, the Government made initial announcements about the 2023/24 school funding arrangements.

Further updates about school funding were provided on 17 November 2022, when the Chancellor delivered his Autumn Statement 2022. This included a further £2.3bn in additional funding for 2023/24 and £2.3 billion in 2024/25.

Further information on each of the funding blocks is provided below and details of the final 2023/24 Dedicated Schools Grant allocations, notified in December 2022, and the proposed Schools Budget expenditure are contained in Appendix 'A'.

Schools Block

The Schools Block funds mainstream primary and secondary schools and academies.

The Schools Block funding framework for 2023/24 will continue to operate under the 'soft' National Funding Formula arrangements first introduced in 2018/19. This is where the allocations for each local authority are calculated on the aggregated individual school National Funding Formula amounts calculated by the Government,

but the local authority's local formula still applies in making actual allocations to schools.

Following a previous consultation with schools and academies in the County, and discussions with the Schools Forum, the Cabinet ratified the use of the National Funding Formula as the Lancashire formula methodology from April 2018. This will continue to apply in 2023/24.

Department for Education announcements indicate that the basic structure of the National Funding Formula remains unchanged for 2023/24, but the higher funding allocations have been used to increase factor values from April 2023.

Key changes to the schools National Funding Formula in 2023 to 2024 are:

- rolling the 2022 to 2023 schools supplementary grant into the National Funding Formula by:
 - adding an amount representing what schools receive through the grant into their baselines;
 - adding the value of the lump sum, basic per pupil rates and free school meals Ever 6 (FSM6) parts of the grant onto the respective factors in the National Funding Formula;
 - uplifting the minimum per pupil values by the supplementary grant's basic per-pupil values, and an additional amount which represents the average amount of funding schools receive from the free school meals Ever 6 and lump sum parts of the grants.
- increasing National Funding Formula factor values (on top of the amounts added for the schools supplementary grant) by:
 - 4.3% to free school meals at any time in the last 6 years (FSM6) and income deprivation affecting children index. The Department for Education says that this additional support directed to disadvantaged pupils, by increasing the free school meals Ever 6 and income deprivation affecting children index factors in the schools National Funding Formula by a greater amount than other factors, means that a greater proportion of schools National Funding Formula will be targeted towards deprived pupils than ever before. 9.8% of the schools National Funding Formula will be allocated according to deprivation in 2023/24.
 - 2.4% to the basic entitlement, low prior attainment, free school meals, English as an additional language, mobility, and sparsity factors, and the lump sum;
 - 0.5% to the floor and the minimum per pupil levels;
 - 0% on the premises factors, except for Private Finance Initiative which has increased by Retail Prices Index excluding mortgage interest payments which is 11.2% for the year to April 2022. The additional £2.3bn funding arising from the Chancellor's announcements will be paid as a grant outside the Dedicated Schools Grant for 2023/24, and £2.3 billion in 2024/25.

Minimum Funding Guarantee

Local authorities will continue to set a Minimum Funding Guarantee in local formulae, which in 2023/24 must be between +0.0% and +0.5%.

The level to be applied in Lancashire is the subject of a consultation with schools and the Schools Forum. The Forum's letter to Cabinet on finalising the Schools Budget for 2023/24, as set out at Appendix 'B', will include a final recommendation on the level of Minimum Funding Guarantee to be applied from April 2023.

Schools Block Transfer

The Regulatory framework continues to allow local authorities to be able to transfer up to 0.5% of their schools block allocation to other blocks of the Dedicated Schools Grant, with schools forum approval.

In 2022/23, following consultation with schools and academies, the Schools Forum agreed to transfer Schools Block headroom to support pressures in the Early Years Block. This transfer equated to £1m in each year.

However, modelling indicates that all allocated funding will be required for the Schools Block formula in 2023/24, meaning that there will be no headroom available to support pressures in the early years sector.

High Needs Block

The High Needs Block funds:

- Special Schools budgets;
- Alternative Provision budgets (mainly Pupil Referral Units);
- Special Education Resource Facility and Special Educational Needs in mainstream schools;
- Individually Assigned Resources for High Needs pupils across all educational establishments;
- Certain Special Education Needs Central Schools Services.

The allocation to Lancashire is calculated using a national High Needs Block formula, but the Local Authority's local funding formulae still apply to distribute High Needs funding to Lancashire providers.

Department for Education announcements confirm that the basic structure of the High Needs National Funding Formula for 2023/24 is not changing. The High Needs National Funding Formula floor and gains cap have been set as follows for 2023/24:

- The funding floor – this ensures that all local authorities' allocations per head of population will increase by a minimum percentage compared to the baseline. For 2023/24, the funding floor is being set at 5%, having adjusted the baseline to include the supplementary high needs funding that was allocated to local authorities in December 2021, following the 2021 spending review.

- The gains cap – the limit on gains per head of the population compared to the baseline. For 2023/24, the gains cap is being set at 7%, which means that local authorities can see an increase of up to 7% before their gains are capped (again, compared to a baseline that takes account of the supplementary high needs funding allocated in December 2021).
- The hospital education factor will also be uplifted by 5%.

The county council has received additional High Needs Funding for 2023/24, following the Autumn 2022 Statement. Nationally, this is a total of £400 million and Lancashire's additional High Needs Funding totals £8 million. This is applied as a 4.6% increase to the funding floor and a proxy factor in the high-needs National Funding Formula allocations. This has been included in our total baseline allocation.

Early Years Block

Early Years Block funding is utilised for:

- Funding for the universal 15 hours entitlement for three and four-year-olds;
- Funding for the additional 15 hours entitlement for three and four-year-old children of eligible working parents;
- Funding for the 15 hours entitlement for disadvantaged two-year-olds;
- Funding for the Early Years Pupil Premium;
- Funding for the Disability Access Fund;
- Supplementary funding for Maintained Nursery Schools.

The Government introduced an Early Years National Funding Formula in April 2017. This arrangement introduced a formulaic mechanism for distributing early years funding from the national Government to each local authority, and set a framework that must be used to distribute funding to all types of early education providers, including nursery schools; nursery classes in maintained primary schools; Private, Voluntary and Independent providers and Childminders. The Early Years National Funding Formula introduced a requirement to have a Universal Base Rate for all providers and sets out the type and level of supplements that are available.

Central School Services Block

This Block is to fund central functions that local authorities carry out on behalf of pupils in state-funded maintained schools and academies in England. The Central School Services Block was first introduced in 2018/19, and effectively replaced the previous Education Services Grant allocations, but the levels of funding had reduced considerably compared to previous years.

The Central School Services Block allocation for local authorities is split into funding for historic commitments and funding for ongoing responsibilities.

The ongoing responsibilities element of funding is calculated by the Department for Education on a formulaic methodology based on pupil numbers and deprivation, plus an area cost adjustment. The historic commitments element of the Block funds certain ongoing obligations funded from the Dedicated Schools Grant.

The Department for Education has stated that they will continue to unwind the historic commitments funding to zero in future years.

Final Dedicated Schools Grant Allocation 2023/24

Details of Lancashire's final Dedicated Schools Grant allocations for 2023/24 for each funding block, and the expenditure proposals for each block are provided at Appendix 'A'.

Consultations

Discussions have been held with the Schools Forum throughout the budget-setting process, and any decisions and recommendations arising from the Forum's budget meeting on 12 January 2023 will be provided to Cabinet on 19 January 2023 as Appendix 'B'.

To help inform Schools Forum considerations, consultations have been held with Lancashire schools and academies in connection to certain aspects of the Schools Block funding arrangements from April 2023.

The Schools Forum's letter to Cabinet will include any recommendations relating to setting the 2023/24 Schools Budget that arise from the consultations.

Implications:

This item has the following implications, as indicated:

Risk management

There are no significant risks identified in this report.

Financial

There are no financial implications for the county council's budget arising from this report.

The report forecasts a balanced Dedicated Schools Grant funding position in 2023/24.

Any uncertainties contained in the Schools Budget proposals will be underwritten by the Dedicated Schools Grant reserves.

It should also be noted that the Department for Education has tightened the ring-fencing around the Dedicated Schools Grant from 2020/21 onwards, to ensure that local authorities do not make provisions in their general reserves to cover possible Dedicated Schools Grant deficits, and any deficits would be carried forward into future years and then repaid over time. A number of other local authorities are already working with the Department for Education to agree on recovery plans to repay deficits.



To date, Lancashire has always contained any school funding pressures within the Dedicated Schools Grant. The Dedicated Schools Grant reserve as at 31 March 2022 was £24 million.

There is still concern that there could be increased strain on the High Needs Block budget from 2023/24 or 2024/25 onwards, dependent on the rise in demand. The initial announcements from the Government indicate circa 3% rises in funding per annum, but forecast cost and demand-led pressures in the High Needs Block are estimated to remain at a level well above this, approximately 8%. This could create significant pressure on the High Needs Block Budget and the overall Dedicated Schools Grant in the longer term. Special Educational Needs and Disabilities Sufficiency work is currently being carried out to address this issue.

List of Background Papers

Paper	Date	Contact/Tel
None		
Reason for inclusion in Part II, if appropriate		
N/A		

Appendix A

Final Dedicated Schools Grant allocations for 2023/24 were published by the Department for Education on 16 December 2022.

Lancashire's Gross 2023/24 Dedicated Schools Grant allocation is £1,243.45m.

The equivalent Gross Dedicated Schools Grant income figure for 2022/23 was £1,166.086m. The 2023/24 figure is over £70m higher than the previous year. This increase includes the Supplementary grant being mainstreamed into our Allocation for 2023/24 and the additional Mainstream Schools Annual Grant for 2023/24.

This increase in funding is due to:

- Lancashire's share of the increased £2.3bn funding nationally made available by the Government.
- Mainstreaming of the Supplementary Grant into our total DSG Allocation.
- Lancashire's share of the increased £180m nationally for the Early Years Block.
- An increase in the overall number of pupils in Lancashire compared to 2022/23.

The sections below provide further details of the Lancashire Dedicated Schools Grant allocations and present the estimated Schools Budget for 2023/24.

DEDICATED SCHOOLS GRANT ALLOCATIONS 2023/24

The Department for Education sub-divide the Dedicated Schools Grant allocations into 4 funding blocks:

- Schools Block
- High Needs Block
- Early Years Block
- Central Schools Services Block.

These Blocks are all calculated on a formulaic basis.

The Lancashire Dedicated Schools Grant allocations for 2023/24 across the 4 funding blocks are shown below:

<u>Forecast Dedicated Schools Grant Income</u> <u>23/24</u>	Allocation (£m)	Additional Funding (£m)	Total DSG Allocation 2023/24 (£m)
Schools Block	924.602	31.0	955.602
High Needs Block	193.394		193.394
Early Years Block	87.644		87.644
Central Schools Services Block	6.81		6.81
Gross Total forecast Dedicated Schools Grant Income	1,212.45	31.0	1,243.5
The total deduction for national schools' non-domestic rates	-0.888		-0.888

Total deductions for direct high-needs payments made by the ESFA	-9.314		-9.314
Net Total forecast Dedicated Schools Grant Income	1,202.25	31.0	1,233.25

Information on the allocations for each of the funding blocks is provided below;

Schools Block Allocation 2023/24 – (£956m)

The Schools Block allocations for 2023/24 are derived based on illustrative individual Schools National Funding Formula allocations calculated by the Government. These calculations translate into primary and secondary units of funding for 2023/24. These units of funding are multiplied by the number of primary and secondary pupils from the October 2022 census. A breakdown of the units of funding and pupil numbers for 2023/24 are listed in the table below;

Primary school's unit of funding (£)	4,931
Number of pupils in primary schools	97,061
Total Primary Funding 2023/24	478,579,643
Secondary school's unit of funding (£)	6,214
Number of pupils in secondary schools	68,954
Total Secondary Funding 2023/24	428,488,430

At the Local Authority level allocation for premises factors and growth funding are added to provide the final Schools Block allocation:

Premises factor, including national non-domestic rates (NNDR) (£s)	13,617,198
Growth funding (£s)	3,916,920

Please note the figures quoted above are gross and do not include deductions to be made to our allocation for Academy Recoupments who will receive their funding direct from the ESFA.

The 2022 Autumn Statement announced that the core school's budget will increase by £2.3 billion in 2023 to 2024 financial year, over and above totals announced at the Spending Review 2021.

In 2023 to 2024 financial year, mainstream schools will be allocated additional funding through the mainstream school's additional grant (MSAG). This is in addition to schools' allocations noted above calculated through the schools national funding formula.

Lancashire's MSAG allocation for 2023/24 is £ 31 million. The additional grant funding for 2023 to 2024 is indicative allocations. School-level allocations will be confirmed in Spring 2023.

This provides a total Lancashire Schools Block allocation for 2022/23 of £956 million, including the Mainstream Schools Additional Grant.

The 2023/24 Schools Block allocation is over £52m higher than the equivalent figure in 2022/23. A breakdown of the increase in funding on the Schools Block is summarised in the tables below:

Total Schools Block Increase:

	23/24	22/23
Schools DSG block (£m)	925	878
Additional Grant Funding (£)	31	25
Schools DSG block Including Additional Grant Funding (£)	956	903
<i>Increase in schools funding from 2022-23 to 2023-24 (£m)</i>	52	
<i>Increase in schools funding from 2022-23 to 2023-24 (%)</i>	5.8%	
<i>Increase in schools funding from 2022-23 to 2023-24 (% , per pupil)</i>	5.6%	

Rates Process Update

From 2022/23, schools' business rates were meant to be paid by the Education and Skills Funding Agency to billing authorities directly on behalf of all state funded schools. Business rates revised arrangements were introduced in some LAs in 2022/23. However, the historic arrangements continued to apply in Lancashire, and at this point, we expect the existing rates arrangements to continue for schools' business rates in 2023/24.

DfE has indicated that they have asked local authorities to confirm by January 2023 the payment process they will be implementing for April 2023. In 2 tier local authority areas (like Lancashire), all billing authorities need to agree to implement the National Non-Domestic Rates (NNDR) changes before they are introduced and if mutual consent is not reached it will not be possible for any billing authority to adopt the revised payment process.

High Needs Block allocation – (£193million)

The 2023/24 High Needs Block allocation is calculated under the Government's national High Needs funding formula. Key features of the formula include:

- A high-needs funding floor and gains calculation.
- Basic entitlement factor (with area cost adjusted) for the number of pupils in special schools and academies.
- Import/export adjustment.
- Additional Funding for Special Free Schools.
- Hospital education, Alternative Provision teachers' pay/pension and supplementary funding factor.

We have received additional High Needs Funding for 2023/24 following the Autumn 22 Statement. Nationally, this is a total of £400m and Lancashire's additional High Needs Funding totals £8m. This is applied as a 4.6% increase to the funding floor and a proxy

factor in the high-needs NFF allocations. This has been included in our total baseline allocation.

The formula breakdown above and the additional High Needs funding provide a 2023/24 High Needs Block allocation for Lancashire of £193m.

This figure is over £20m higher than the equivalent 2022/23 allocation, due to increased funding for the High Needs Block made available by the Government.

A breakdown of the increase compared to 2022/23 is shown in the table below:

	23/24	22/23
High needs DSG block (£m)	185	173
High needs additional DSG funding (£m)	8	0
Total High Needs DSG funding (£m)	193	173
<i>Increase in high needs DSG funding from 2022-23 to 2023-24 (£m)</i>	20	
<i>Increase in high needs funding from 2022-23 to 2023-24 (%)</i>	10.4%	

It should be noted that the High Needs Block allocation is provisional, and the gross total above includes allocations attributable to funded places that will be deducted and made directly by the Education and Skills Funding Agency. These are estimated by Education & Skills Funding Agency to total circa £9.3 million.

Early Years Block Allocation – (£87.64m)

Allocations for the Early Years Block include:

- funding for the universal 15 hours entitlement for three- and four-year-olds.
- funding for the additional 15 hours entitlement for three- and four-year-old children of eligible working parents.
- funding for the 15 hours entitlement for disadvantaged two-year-olds.
- funding for the Early Years Pupil Premium.
- funding for the Disability Access Fund.
- supplementary funding for Maintained Nursery Schools.

The allocations are calculated on a formulaic basis.

As part of the Autumn Statement and the Early Years consultation earlier in the year, the Department for Education is investing additional funding for the early year entitlements worth £180 million in 2023/24. This is for local authorities to increase hourly rates paid to childcare providers for the government’s childcare entitlement offers and reflects the costs of inflation and national living wage increases.

This additional funding translates into increased allocations to Lancashire as follows:

Funding	Uplift Basis	22/23 Rate	23/24 Rate	Increase (£)
3 and 4-year-old entitlements	Per Hour	4.64	4.87	0.23
2-year-old entitlement	Per Hour	5.57	5.63	0.06
Supplementary funding for maintained nursery schools	Per Hour	3.67	4.31	0.64
Early Years Pupil Premium	Per Hour	0.6	0.62	0.02
Disability Access Fund	Per Child Per Year	800	828	28.0

The significant increase in the Supplementary Funding is due to the Teachers Pension and Pag Grant now being incorporated into the base rate.

These uplifts provide a total Early Years Block allocation for Lancashire for 2023/24 of £87,644,156.

Funding	22/23 (£mil)	23/24 (£mil)	Increase (£mil)
3 and 4 Year Old Universal	44.43	46.94	2.51
3 and 4 Year Old Extended Entitlement	23.60	24.93	1.33
2 Year Olds	10.34	10.45	0.11
Early Years Pupil Premium	0.94	0.97	0.03
Supplementary Funding for MNS	3.34	3.92	0.58
Early Years DAF	0.36	0.44	0.07
Total Early Years Funding	83.01	87.64	4.64

Lancashire's Early Years funding is £4.6m higher than the equivalent 2022/23 allocation, this is due to the increases in hourly rates listed above.

It should be noted that the 2023/24 early years block allocations are initial, and based on Schools, Early Years and Alternative Provision census data from January 2022. These allocations will be updated based on January 2023 census data and will be received in July 2023.

Central Schools Services Block Allocation – (£6.8m)

The Central Schools Services Block is to fund central functions that Local Authority's carry out on behalf of pupils in state-funded maintained schools and academies in England.

The Central Schools Services Block is split into funding for historic commitments and funding for ongoing responsibilities. The ongoing responsibilities element is based on a formula, with unit values being increased by circa 2% for 2023/24.

The Historic Commitments element of the allocation has been reduced by 20% compared to 2022/23, as the Department for Education indicate that they will continue to 'unwind' historic commitments over time.

The total Lancashire's Central Schools Services Block allocation for 2023/24 is £6,810,265. This is a reduction of £ 0.02 million compared to 2022/23. This is due to the increase in Ongoing Responsibilities allocation less the Historic Commitment reduction.

In Year Adjustments

The Dedicated Schools Grant allocation notified is before in year adjustments for:

- Academies recoupment from the school's block.
- Deductions for high-needs places in academies and non-maintained special schools.
- Post 16 places.
- Deduction for national copyright licences.
- Deduction for schools' business rates.
- Updates to the funding for three- and four-year-olds.
- Updates to the funding two-year-olds.
- Updates to the early years supplementary funding for maintained nursery school.
- Updates to the early year's pupil premium.
- Updates to early years Disability Access Fund.

Mainstream Schools Annual Grant 2023/24

The 2022 Autumn Statement announced that the core schools' budget will increase by over £2bn in 2023 to 2024 financial year, over and above totals announced at the Spending Review 2021.

In the 2023 to 2024 financial year, mainstream schools will be allocated additional funding through the mainstream school's additional grant (MSAG). This is in addition to schools' allocations through the schools national funding formula.

The MSAG will allocate funding to state-funded mainstream schools only. In addition to the MSAG, local authorities have been allocated £400 m in additional high-needs funding for 2023/24, which will be included in the high-needs national funding formula allocations.

The MSAG will fund the following providers, for the 5 to 16-year-old age range:

- primary and secondary maintained schools
- primary and secondary academies and free schools
- all-through maintained schools
- all-through academies
- city technology colleges

School-level allocations of the MSAG for the full 2023 to 2024 financial year will be published in May 2023.

The funding rates for the MSAG 2023/24 consist of the following 3 elements, which are based on factors already in the schools national funding formula:

- a basic per-pupil rate (with different rates for primary, key stage 3 and key stage 4);
- a lump sum paid to all schools, regardless of pupil numbers;

- a per-pupil rate for pupils who are recorded as having been eligible for free school meals at any point in the last six years (FSM6), with different rates for primary and secondary pupils.

The additional High Needs Allocation for 2023/24 has been applied as a 4.6% increase to the funding floor and proxy factor in the High Needs NFF Allocations.

Lancashire Additional funding allocations for 2023/24 are:

Mainstream Schools Additional Grant Allocation	£31m
High Needs Additional Funding allocation	£8m
Total Additional Funding 23/24	£39m

SCHOOLS BUDGET 2023/24

The latest Individual School Budgets across all phases have been constructed using the final datasets made available from the Department for Education and our latest local Early Years and High Needs data.

This Schools Budget estimate has been calculated following discussions with the Schools Forum and where necessary, consultation with Lancashire schools.

Budget Summary

Further details about each block budget set by Lancashire are provided below;

Schools Block (£956m)

Following consultation with schools and the Schools Forum as part of the 2018/19 Schools Budget setting cycle, it was agreed to use the Government's National Funding Formula methodology as the local Lancashire funding model.

As supported by responses from schools in a consultation held in the autumn term of 2022, the Minimum Funding Guarantee has been included in the formula at +0.5%.

It should also be noted that a transfer of Schools Block headroom has been agreed in recent years to support pressures in other funding blocks. For 2023/24, no headroom is available, largely due to the increased pressures on Schools Budgets including staffing inflation and utility costs.

The Schools Block funding is sufficient for all the National Funding Formula factors and rates to be applied in full, including updated Minimum Pupil Funding rates, and the agreed Minimum Funding Guarantee.

The Schools Block expenditure for 2023/24 is therefore estimated in the table below:

Forecast Schools Block Expenditure	£m's
Primary	486.21
Secondary	437.70
All-Through	1.37
Growth	3.9
Total	929.2

The overall calculation reveals a 2023/24 Schools Block expenditure requirement of £929m. The school will then receive an additional allocation as per the Mainstream Schools Annual Grant on top of the formula budget calculated above, which is a total of £31m to be distributed over Lancashire Mainstream Schools.

The Authority Proforma Tool (APT) is a dataset to be returned to DFE by 20th January 2023, which will feed the final Schools Block settlement and individual schools' budgets. A couple of minor queries are still being investigated which could change the above incidences before final submission, but will not change the bottom line of £929m.

High Needs Block (£193m)

The High Needs Block expenditure for 2023/24 is estimated in the table below:

	Place funding £m	Top-up funding £m
Delegated to Schools	45.9	77.8
FE Colleges		12.8
High Needs Block costs on a commissioned basis		44.2
Total deductions based on 21/22 for direct high needs payments made by the Education and Skills Funding Agency		9.3
Total	45.9	144.1

Total Expenditure £m	190.0
Total Income £m	193.0
Underspend £m	3.0

In 2023/24, a total of £190m is expected to be spent on the High Needs Block, compared to a budget of £193m. There will be a contingency fund for this underspend until we have more information regarding the increase in demand as we move into the financial year of 2023/24.

Assumptions included in the figures are listed below:

- This forecast expenditure includes an estimate of the considerable cost and demand-led pressures facing the block in 2023/24. Based on historical trend data we have included a forecasted increase of 8% over the 2023/24 financial year, the expenditure figures above include this increase.
- 3% has been included as a forecasted inflationary increase on Commissioned services, this is largely to account for staffing increases on services we commission.

- In addition, the Weighted Pupil Number values supporting all high-needs pupils are proposed to increase by 3% in 2023/24.
- The Additional High Needs funding has been earmarked in the above figures; further discussions are to be held at a Schools Forum to confirm how they want the funding distributed. All Special Schools and PRUS will receive a 3.4% increase as per the guidance published, but this will leave an unallocated amount to be distributed to the remaining sectors based on the Schools Forum recommendation.
- The circa £9.3m of deductions in the Dedicated Schools Grant notifications have been budgeted here, as this relates to direct high-needs payments made by the Education and Skills Funding Agency and will be deducted from our allocation.
- An increase in PRU places of 39 from September 2023 as per discussions with the Head of Inclusion and PRU heads.

There is still concern that there could be increased strain on the High Needs Block budget from 2023/24 or 2024/25 onwards, dependent on the rise in demand. The initial announcements from the Government indicate circa 3% rises in funding per annum but forecast cost and demand-led pressures in the High Needs Block are estimated to remain at a level well above this, approximately 8%. This could create significant pressure on the High Needs Block Budget and the overall Dedicated Schools Grant in the longer term.

SEND Sufficiency work is currently being carried out to address this issue.

Early Years Block – (£87.644m)

Government announcements of additional Early Years funding translate into increased hourly rates for each category of Early Years Entitlement Funding, and this will enable Lancashire to increase the hourly rate we pay over to Early Years Providers.

3 and 4-year-old entitlements

In 2022/23, the Schools Forum agreed that the Early Years Block allocation will be supplemented by a transfer of £1m per year from the Dedicated Schools Grant Reserves to assist with the cost pressures in the early years sector. This transfer allowed the 2022/23 hourly rate for the 3 and 4-year-old entitlements to be increased by £0.04 per hour.

Initial modelling on the early years block suggests the full £0.23 pence hourly increase can be funded from within Early Years Block Budget. School Forum understands that Early Years are facing considerable pressures within the sector. Therefore, for 2023/24 it is being proposed that £1 million to be transferred from DSG Reserves again to allow an additional £0.04 pence for the 3 and 4-year-old entitlements over and above the DfE confirmed increase. This would provide of a new rate of £4.75 per hour if School Forum agrees on 12th January 2023. This would give an increase of £0.27 pence per hour.

The 2023/24 funding rate may therefore be calculated as follows:

2022/23 base rate, which included £0.04 contribution from Lancashire Schools Block	£4.48 per hour
2023/24 base rate as per 2023/24 Indicative Early Years Allocation	£4.87 per hour
2023/24 Base rate paid by LCC to providers (including £0.04 pence funding from DSG Reserve)	£4.75 per hour

Currently, Lancashire County Council adopt a Supplementary Payment process, this means we pay a lower rate to providers than we are funded but pay Supplementary hours. The funding mechanism for Government Early Years Allocations is based on January census data, so all funding is based on this date and does not account for intake or fluctuation throughout the terms.

The methodology behind the January census point is that the Autumn term is the highest and Summer Term is usually the lowest for fte/hours of children therefore the Spring Term should be the mid-point/average.

Lancashire adopts a policy where we fund all intake throughout each term, which we do not receive in our allocation. This means providers hourly rates are lower, but they get funded for every child and every hour through each term, which is financially more beneficial for providers.

The Lancashire base rate for 3 and 4-year-old entitlements of £4.71 per hour in 2023/24, would be an increase of 23p per hour.

2-year-old entitlement

Lancashire is to receive an additional £0.06 per hour for the 2-year-old entitlement for 2023/24, which will be passed to providers in full. This would give a forecast Lancashire funding rate for 2-year-olds of £5.63 per hour from April 2023.

Supplementary funding hourly rate for maintained nursery schools

Lancashire will receive a £0.64 increase in the supplementary funding hourly rate for maintained nursery schools in 2023/24, which will be passed to the maintained nursery schools, providing a revised hourly supplement rate of £4.31 per hour.

The significant increase in the Supplementary Funding is due to the Teachers' Pension and Pay Grant now being incorporated into the base rate.

Early Years Pupil Premium

Lancashire will receive an increase on our early years pupil premium rate by 2p, increasing the hourly rate to 62p, equivalent to up to £353 per eligible child per year, for 2023/24, in line with national announcements.

Disability Access Fund

Lancashire will increase the disability access fund by £28 to £828 per eligible child per year for 2023/24, in line with national announcements.

Special Educational Needs Inclusion Fund

Local authorities must have a Special Educational Needs Inclusion Fund for all eligible 3 and 4-year-olds taking up the free entitlements, regardless of the number of hours taken. For 2023/24 it is proposed to keep the Lancashire fund at the 2022/23 level of £500k in total. This recommendation will need to be approved by Schools Forum.

The Early Years Block expenditure for 2023/24 is therefore estimated in the table below:

Forecast EYB Expenditure	£m's
Early Years Block 2-year-olds	10.446
Early Years Block 3/4-year-olds	71.364
Early Years Pupil Premium expenditure	0.975
Early Years Disability Access Fund expenditure	0.437
Nursery School Maintained Nursery School	3.921
Special Educational Needs Inclusion	0.500
Total	87.64

Central Schools Services Block (CSSB) (£6.81m)

The estimated Central Schools Services Block expenditure in 2023/24 is £ 6.81m.

The budget takes account of the Department for Education's decision to reduce the Historic Commitments element of the budget by a further 20% from April 2023, as part of their intention to cease all 'historic' funding over time.

Careful consideration will be needed around the Central Schools Services Block in future years, as Department for Education implements further reductions in the Historic Commitments budget.

A proportion of the Central Schools Block funds services within Lancashire County Council and a recharge is made into revenue budgets. We are currently awaiting further details on the 2023/24 recharge requirements, which may increase due to inflation, but modelling will take place to ensure the Central Schools Block balances overall.

Calculation of the final 2023/24 funding position

	£m's
Total forecast Dedicated Schools Grant Budget 2023/24	1,243.45
Total Forecast Dedicated Schools Grant Allocations 2023/24	1,243.45

The schools Budget proposals forecast a balanced Dedicated Schools Grant funding position in 2023/24.

The High Needs Block is currently showing an underspend based on initial forecasting, adjustments still need to be made to this block funding by ESFA and demand could increase even further before 23/24 or throughout the 2023/24 financial year, so this underspend will be earmarked in Contingency.

Mainstream Schools Annual Grant 2023/24

In 2023 to 2024 financial year, mainstream schools will be allocated additional funding through the mainstream school's additional grant (MSAG) 2023 to 2024. This is in addition to schools' allocations through the schools national funding formula.

The MSAG will allocate funding to state-funded mainstream schools only.

The county council will receive the individual school allocations for maintained schools and be expected to passport the funding to the relevant schools in full. The Education and Skills Funding Agency will pay Lancashire academies directly.

School-level allocations of the MSAG for the full 2023 to 2024 financial year will be published in May 2023.

Report to the Cabinet

Meeting to be held on Thursday, 19 January 2023

Report of the Director of Growth, Environment and Planning

Part I

Electoral Division affected:
(All Divisions);

Corporate Priorities:
Delivering better services;

Consultation on the Revised Statement of Community Involvement

(Appendix 'A' refers)

Contact for further information:

Richard Sharples, Tel: (01772) 534294, Principal Planning Officer,
richard.sharples@lancashire.gov.uk

Brief Summary

This report seeks approval to consult publicly on the draft revised Statement of Community Involvement, the county council's policy on how local residents and other stakeholders will be engaged in the preparation of planning policies and the determination of planning applications.

Recommendation

Cabinet is asked to approve the draft revised Statement of Community Involvement, attached at Appendix 'A', to go out to public consultation.

Detail

Lancashire County Council, as a planning authority, is required to produce a Statement of Community Involvement, setting out how the public can be involved in the planning process, both development control and local plan preparation. It is a requirement of the regulations to review, and update, if necessary, the Statement of Community Involvement every 5 years. The adopted Statement of Community Involvement was last reviewed in 2017.

In accordance with this requirement the Statement of Community Involvement has been reviewed internally by officers. Some changes have been identified and have been incorporated into a draft revised Statement of Community Involvement

(Appendix 'A' refers). None of the changes will result in a change in procedure or policy going forwards, rather they are necessary to ensure the document accurately reflects current practice. Changes include:

- Clarification around the types of applications that are county matter applications
- Reference to the need for applicants to be mindful of the General Data Protection Regulations with regards to the submission of pre-consultation feedback
- Setting out the scheme of delegation for development management decision making
- Further information on speaking at development management committee
- Some changes to the tone and content in relation to accessibility/equality.

As changes have been suggested it is necessary to consult publicly on the revised document prior to adopting it.

This will be a 6-week consultation period, beginning in February. Notification will be via notice on the county council's website; in addition, district and parish councils will be contacted directly by mail or email, as will individuals/businesses who have requested to be included on the planning policy consultation database. The consultation notice and draft revised Statement of Community Involvement will be available to view online and at main district and county council offices and libraries. Comments can be submitted by email, post or online.

Consultations

N/A

Implications:

This item has the following implications, as indicated:

Risk management

Financial

The small financial cost of undertaking the consultation will be contained within existing revenue budgets.

List of Background Papers

Paper	Date	Contact/Tel
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None

Reason for inclusion in Part II, if appropriate

N/A



Statement of Community Involvement

A statement of our policy towards public involvement in the Council's decision-making process for planning policy production and planning application determination: if you are interested in getting involved in planning decisions, then this document will explain how you can do that.

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This document describes the Council's policy towards public involvement in the Council's decision-making process for planning policy production and planning applications. However it must be recognised that the nature and the object of consultation must relate to the circumstances which call for it. In interpreting this policy, a mechanistic approach to the requirements of consultation should be avoided; some methods or practices will be appropriate under certain circumstances, but under others will be inappropriate.

The document demonstrates that the County Council is mindful of its responsibilities under the Equality Act 2010 in delivering its planning functions, including its responsibilities under the Act's Public Sector Equality Duty requirement to give "due regard" to the needs of groups with protected characteristics.



Community Involvement in Planning Policy Production

Lancashire County Council (the Council) is responsible for development plan functions within its area in respect of minerals and waste developments. As such it prepares and maintains land use planning policies (contained in a Local Plan) and if necessary guidance (contained in a supplementary planning document) on minerals and waste.

The Council carries out this function jointly with Blackpool Council and Blackburn with Darwen Borough Council (the Joint Authorities). Each of the councils that make up the Joint Authorities will have a separate Statement of Community Involvement. This section relates to operations within the administrative boundary of Lancashire County Council.

Although the Minerals and Waste Local Plan will be produced jointly, each of the authorities will work independently in respect of development management matters.

Stages of Preparation and Consultation

There will always be at least two stages in the production of any planning document. The key stages are described below. Further information on the stages of plan production, and when they can be expected to occur, can be found on the Council's website and in the adopted Local Development Scheme.

Pre-production

This is an on-going process of evidence gathering and monitoring. The County Council will publish a monitoring report, and a local aggregate assessment and local waste assessment.

As part of this we may seek informal discussions with relevant bodies¹ to develop and update our evidence base to ensure that it remains robust.

Production

We will consult all relevant bodies, to inform issues and develop options. During this stage there may be one or more consultations, depending on the subject matter and the requirements of the regulations². If representations are received that raise new issues that have not previously been considered and that result in the need for a significant change in the Local Plan, then there is likely to be a need for a subsequent consultation.

¹ Who constitutes the relevant bodies is likely to vary depending on the nature of the subject matter and the stage of the documents production. They are likely to include relevant government bodies, charities, elected representatives, local authorities, businesses, landowners, interest groups, the public, including hard-to-reach groups, and those in neighbouring authorities or further afield where materially affected. Some of these are prescribed under the regulations.

² Principally the Town and Country Planning (Local Planning) Regulations 2012, and the Environmental Assessment of Plans and Programmes Regulations 2004.

By the end of the production stage the community and all other stakeholders should have had the opportunity to get involved and have their views considered.

Examination

Before the Local Plan can be adopted it must be submitted for independent examination by an inspector appointed by the Secretary of State. The role of the inspector is to carry out an assessment of the soundness³ of the document and to ensure that it satisfies the requirements for its preparation set out in the relevant regulations. If you have submitted comments you may have the opportunity to address the inspector as part of the examination.

If the examination raises issues that result in the need for a significant change in the Local Plan, in particular if it affects its soundness, then there is likely to be a need for a subsequent consultation.

Methods of Notification and Consultation

At each of these stages the Council will notify relevant bodies of consultations, and listen to what they have to say. The following sections describe the principles that the Council will apply in carrying out consultations; though some may not be applicable at each stage, depending on the nature of the consultation.

Seek comments

- Invite comments on consultation documents at a time in the process when they can inform the process.
- Provide sufficient information to describe the subject matter of the consultation.
- Give notice of consultations in advance.
- Clearly describe start and end dates of the consultation period.
- Clearly describe how to submit comments.
- Provide a number of methods for submitting comments.
- Consider the representations received prior to moving on to the next stage.
- Acknowledge representations that have been received electronically.
- Where appropriate hold staffed public exhibitions, particularly if a proposal is locally controversial.
- Where appropriate hold workshops or focus groups.

Notification of consultation

Notification will be through a combination of direct and indirect methods.

Direct notification:

- Seek to identify and contact by email or letter organisations or bodies relevant to the subject matter of the consultation⁴. This may include any neighbours adjacent to or considered to be materially affected by a site specific allocation.

³ A definition of soundness can be found in the National Planning Policy Framework

⁴ Who we notify directly is likely to vary depending on the subject matter of the consultation and the stage of the documents production.

- Contact by email or letter all consultees that have asked to be kept informed of minerals and waste documents by requesting to be added to the consultation database.

Indirect notification:

- Publish a notice on the Council's website with details of the consultation.
- Produce a notice to be displayed at the deposit points described in Appendix A with details of the consultation, to assist in raising awareness in the general public.
- Produce a notice with details of the consultation to be sent to parish councils, for them to consider whether to display on the parish notice board, to assist in raising awareness in the general public.
- Publish a press release, after direct notifications have been sent out, to assist in raising awareness in the general public.
- Publish an up to date production programme for any minerals or waste planning documents in production in the Local Development Scheme, with a description of any delays or updates on the Council's website, so individuals and businesses will have the opportunity to determine at which stage they should participate in policy production.

Maintain database of interested persons

- We will maintain a database of people who wish to be notified of minerals and waste planning policy matters.
- Contact preferences will be recorded (letter/email)
- Consultation documents will include a reference to the database, where individuals and organizations will be invited to register on the database to receive future notifications.
- Persons or organisations who would like to be involved in the preparation of minerals and waste documents may request to be placed on this database by the Council at LMWF@lancashire.gov.uk or by sending their details to address below:
Planning and Environment
Lancashire County Council
County Hall
Pitt Street
Preston
PR1 0LD

Transparent process

- Produce an outcomes report summarising the comments received during a consultation, and describing how they have been addressed by the drafting process.
- Produce documents using easy to understand language, especially summary information.
- Maintain a central webpage, acting as a directory, with links to past stages.
- Include a timeline setting out past and future stages of production within consultation documents.
- Produce a newsletter, for circulation to consultees registered on the database, summarising the future and past programme of minerals and waste



documents, so individuals and businesses will have the opportunity to determine at which stage they should participate in policy production.

Accessible process

- Provide different methods of viewing consultation documents, including paper copies at deposit points throughout the County (more information on deposit points is provided in Appendix A), and online.
- Provide different means of commenting on consultation documents, including post, email and online.
- Be mindful of document size (including digital file size) when producing consultation material.
- Provide contact details on consultation documents to enable consultees to resolve any queries raised by the consultation documents.
- Produce documents using a readable font, size and colour.
- Maps, charts or drawings to be accompanied by descriptive text or described fully in accompanying text.
- Hold staffed public exhibitions at accessible locations, at accessible times, close to populations affected; using a greeter where possible to identify the specific needs of individual consultees.



Community Involvement in Planning Applications

Lancashire County Council (the Council) is responsible for development management functions within its area in respect of 'county matters'. County matters may be defined as:

- Minerals development including the winning and working of minerals and the carrying out of mineral exploration activities;
- Waste development, including development designed to be used principally for treating and storing waste, the sorting, processing or recycling of waste, the disposal of refuse/waste materials, the use of waste for generating renewable energy;

In addition the County Council also has development management powers for any development it proposes to carry out itself or in conjunction with another party. This can include applications for school extensions, the provision of new schools, development associated with social services, libraries and museums, the construction of new highways or other transport infrastructure, the erection of visitor and interpretation centres in country parks and improvements to the public rights of way network across Lancashire.

Planning applications to carry out development in respect of county matter development or its own development must be submitted to, and are determined by the Council unless otherwise directed by the Secretary of State. The main policy frameworks for determining applications are:

- The Lancashire Minerals and Waste Core Strategy
- The Lancashire Minerals and Waste Site Allocation and Development Management Policies
- District Local Plans
- Neighbourhood Plans
- National Planning Policy Framework

This section sets out the principles for community involvement for planning applications that will be determined by the Council. These will form the basis of guidance for applicants with regard to community engagement and consultation, and will be in addition to existing consultation and publicity practises employed by the Council once a valid planning application is received.

Pre-application

The Council encourages applicants to engage in pre-application discussions with planning officers. The focus of these discussions is to provide the applicant with guidance relating to the information required for proper consideration of the application, the relevant policies, and comments on the design and likely acceptability of the proposals. It is when key issues and policies that the applicants' proposals should take into account are identified.



The Development Management group actively engages in pre-application discussions with every applicant or agent who requests them. At the time of discussion, the applicant and a planning officer discuss the proposals in full, and consider both the extent of consultation required and other details relating to the application. Throughout the discussion, advice given will be as accurate and objective as possible, but will also be informal and will reflect the individual case officer's interpretation of planning policy. Advice given cannot be interpreted as being indicative of the outcome of the application. A charge for the advice will be made in relation to County matter proposals in accordance with a charging policy depending on the type of advice sought.

Proposals that are likely to have significant effects upon the environment may require an Environmental Impact Assessment (EIA) before the Council makes a decision. The need for an EIA will be discussed in the pre-application advice and if necessary the applicant advised to apply for a formal EIA screening opinion, along with the need for a scoping opinion if EIA will be required. Where a screening opinion is requested (a determination of whether or not a development should be subject to an Environmental Impact Assessment), this is provided in accordance with the time periods set out in regulations⁵.

At this time, the applicant will be made aware that the Council may take 16 weeks to deal with planning applications accompanied by an Environment Statement (13 weeks for a 'major' application without an EIA).

Early Community Consultation

During any pre-application meeting with the planning officers, the consultation requirements for the application will be discussed. If an application is considered to be potentially contentious, wider scale public consultation by the developer may be recommended before the planning application is submitted. The purpose of such consultation would be to allow the developer to explain their initial ideas and to obtain the views of the local community and stakeholders and to allow the proposals to be amended to address any comments received.

There are several ways that an applicant could further involve the community including:

- Circulating leaflets to residents that outline draft proposals.
- Arranging meetings or exhibitions with community and other local interest groups.

Such an approach brings benefits to all those involved by allowing accurate information to be presented to the community. In addition, by making provision for amendments early in the process, the applicant may avoid the inconvenience of having to make substantial amendments to an application after it is submitted.

The Council cannot refuse to validate a planning application purely on the basis that the applicant has failed to carry out pre-application community engagement.

⁵ Town and Country Planning (Environmental Impact Assessment) Regulations 2017



Public Meetings and Exhibitions

For larger scale or controversial proposals, the Council may recommend that the applicant holds public meetings or exhibitions. When arranging these events, the applicant may wish to consider the following:

- **Publicity:** This could be in form of letters to householders or an advert/press release in the local press giving adequate notice, posters in the locale and prior notification to the Parish and any local interest groups.
- **Venue - Location:** It would be beneficial if the event were held on the application site/building, or at a venue as close as possible to the application site.
- **Venue - Accessibility:** To allow as wide a sector of the community to attend as possible, venues should be fully accessible. Alternatively, reasonable adjustments to be more inclusive of the needs of people with disabilities should be made, or provide transport.
- **Timing of Event:** Events should take place at a time that enable a wide cross section of the public to attend, including weekends and evenings.
- **Presentation Material:** Should be clear and easily understandable and in a choice of formats – hard copies or disc. Web sites where information can be accessed would be useful.
- **Communication:** provision of a quiet area to discuss issues with representatives, induction loops or infra-red facilities for those hard of hearing, and consideration of the needs of specific local communities, including the deaf community and those with English as a second language.

Consultation Statement

Applicants are encouraged to submit a consultation statement with their planning application, which sets out the community engagement already undertaken, including:

- The scale of the notification, including a list of properties and businesses contacted; List of interest/community groups or other organisation contacted;
- Location and duration of any events held;
- Summary of all the comments received and issues raised;
- A clear indication of how the proposal has been amended to address any comments and a justification why any comments have not resulted in amendments to the proposal;
- Any comments by groups or individuals about the public engagement process.

The applicant should retain all consultation responses as a record of the measures they have undertaken to ensure effective community involvement. The information gathered may be included in the officer's report when the application is submitted for determination.

Any information that is submitted containing the results of any community consultation must have regard to the General Data Protection Regulations and the need to maintain the privacy of any individual who has responded to a consultation.



Planning Applications

There are certain statutory requirements for consultation on planning applications which are set out in the General Development Procedure Order 2015. The requirements depend on the scale and nature of the development proposed. Consultation and notification procedures currently employed by the Council are outlined below:

- For major applications, the proposals will be publicised by displaying notices at the proposed site and also a notice in the local press: These notices contain details of how the application can be viewed, and how to make and submit comments and the time period within which to do so. The County Council will also write to neighbouring properties and occupiers.
- For minor applications, the publicity will be by way of a site notice and letters to neighbouring properties and occupiers.
- The extent of the neighbour notification is a matter of planning judgement for the County Council and will depend upon the nature of the proposal and its likely impacts.
- Consultation with other groups: The bodies and organisations the Council is required to consult are set out in planning legislation and regulations. At a local level, the Council must always consult the district and parish council within whose administrative boundary the development is proposed. In addition, contact is made with any interest groups.
- Elected Members: All county councillors whose division includes the application site are informed.

Accessing Planning Application information:

- The primary route for accessing planning applications and associated information is through the County Council's Development Management webpage. <https://planningregister.lancashire.gov.uk/> This includes an electronic register of new applications, updates on current applications and decisions taken.
- Anyone that does not have internet access is encouraged to contact the case officer where other arrangements can be discussed to explain the application and its likely impacts. Local libraries may also have a computer which is available for use by members of public and where planning application details can be accessed.
- Any representations received are summarised in the officer report on the application which is either presented to the Committee for determination or determined by a Chief Officer in accordance with the county council's scheme of delegation.

The scheme of delegation for determining planning applications applies in the following circumstances:-

- Where there are no objections from any consultee or following the publicity process
- Where the application is not accompanied by an Environmental Impact Assessment
- Where no County Councillor has requested that the application comes before the Development Control Committee



- Where the Chief Officer is not responsible for the functions of the applicant and local planning authority where a conflict of interest would arise.

If any of the above applies, the planning application must be determined by the County Council's Development Control Committee. Any application that is recommended for refusal must also be determined by the Development Control Committee

Development Control Committee

The Development Control Committee determines planning applications. The committee is comprised of 12 councillors and meets approximately every six weeks at County Hall in Preston.

The people who can usually speak at meetings are:

- Anyone objecting to the planning application.
- Anyone in favour of the proposal (usually the applicant).

Persons wishing to speak are limited to 15 in favour and 15 in objection. Further information in relation to speaking at the Development Control Committee can be viewed via the following link:

<https://www.lancashire.gov.uk/council/planning/have-your-say-about-a-planning-application/protocol-for-speaking-at-the-development-control-committee/>

Each person will be limited to three minutes.

Once the committee has determined a planning application, a decision notice will normally be issued within three working days from the date of the committee resolution. Details of planning applications and decisions are available on the Council's dedicated webpages at www.lancashire.gov.uk/planningregister

Appendix A - List of Deposit Points

For details of opening times or specific enquiries about your local library the Lancashire Library Service can be contacted on **0300 123 6703**

Settlement	Facility	Contact Number
Accrington	Accrington Library St James Street BB5 1NQ	
	Hyndburn Council Offices Scaitcliffe House Ormerod Street BB5 0PF	01254 388111
Adlington	Adlington Library Railway Road PR6 9RG	
Ansdell	Ansdell Library 59 Commonside Ansdell FY8 4DJ	
Bacup	Bacup Library St James Square OL13 9AH	
	Rosendale BC One Stop Shop The Business Centre Futures Park Bacup OL13 0BB	01706 217777
Bamber Bridge	Bamber Bridge Library Station Road PR5 6LA	



Barnoldswick	Barnoldswick Library Fernlea Ave BB18 5DW	
Barrowford	Barrowford Library Ann Street BB9 8QH	
Bolton-le-Sands	Bolton-le-Sands Library Main Road LA5 8DN	
Brierfield	Brierfield Library Colne Road BB9 5HW	
Burnley	Burnley Council Offices Town Hall Manchester Road BB11 9SA	01282 425011
	Burnley Library Grimshaw Street BB11 2BD	
	Burnley Campus Library Barden Lane BB10 1JD	
	Coal Clough Library Coal Clough Lane BB11 4NW	
Burscough	Burscough Library Mill Lane L40 5TJ	
Carnforth	Carnforth Library Lancaster Road LA5 9DZ	

Chorley	Chorley Council Civic Offices Union Street PR7 1AL	01257 515151
	Clayton Green Library Clayton Green Business Park Library Road PR6 7EN	
	Chorley Library Union Street PR7 1EB	
	Coppull Library Spendmore Lane PR7 5DF	
Cleveleys	Cleveleys Library Rossall Road, Thornton-Cleveleys, FY5 1EE	
Clitheroe	Ribble Valley BC Council offices Church walk BB7 2RA	01200 425111
	Clitheroe Library Church Street BB7 2DG	
Colne	Colne Town Hall Albert Road BB8 0AQ	01282 661224
	Colne Library High Street Earls CO6 2PA	
Earby	Earby Community Centre New Road BB18 6XA	



Eccleston	The Carrington Centre The Green PR7 5TE	
Euxton	Euxton Library St Marys Gate PR7 6AH	
Fence	Library and Village Hall Wheatley Close BB12 9QH	
Fleetwood	Fleetwood Library North Albert Street FY7 6AJ	
Freckleton	Freckleton Library Preston Old Road PR4 1PB	
Fulwood	Fulwood Library 294 Garstang Road Preston PR2 9RX	
	Sharoe Green Library 8 Sharoe Green Lane PR2 8ED	
Garstang	Garstang Library Windsor Road PR3 1ED	
Great Harwood	Great Harwood Library Queen Street BB6 7AL	
Halton	Halton Library Penny Stone Road LA2 6QE	
Haslington	Haslington Library Deardengate	



	BB4 5QL	
Heysham	Heysham Library 396-398 Heysham Road LA3 2BJ	
Ingol	Ingol Library Ventnor Place, off Tag Lane PR2 3YX	
Kirkham	Kirkham Library Station Road PR4 2HD	
Knott End-on-Sea	Knott End Library 26 Lancaster Rd FY6 0AU	
Lancaster	Lancaster Council Customer Service Centre Town Hall, Dalton Square LA1 1PJ	01524 582000
	Lancaster Library Market Square LA1 1HY	
Leyland	South Ribble Borough Council Civic Centre West Paddock PR25 1DH	01772 421491
	Leyland Library Lancastergate PR25 2EX	
Longridge	Longridge Library Berry Lane PR3 3JA	



Longton	Longton Library Liverpool Old Road PR4 5HA	
Lostock Hall	Lostock Hall Library Watkin Lane PR5 5TU	
Lytham	Lytham Assembly Rooms Dicconson Terrace Lytham St Annes FY8 5JY	
Mellor	Mellor Library St Mary's Gardens BB2 7JW	
Morecambe	Morecambe Town Hall Marine Road LA4 5AF	
	Morecambe Library Central Drive LA4 5DL	
Nelson	Nelson Library Market Sq. BB9 7PU	
Ormskirk	Ormskirk Library Burscough St L39 2EN	
Oswaldtwistle	Oswaldtwistle Library Union Road BB5 3HS	
Padiham	Padiham Library Town Hall Burnley Road BB12 8BS	

Parbold	Parbold Library The Common WN8 7EA	
Penwortham	Town Hall Burnley Road BB12 8BS	01282 682705
Penwortham	Kingsfold Library Hawksbury Drive PR1 9EJ	
Pike Hill	Pike Hill Library Langwyth Road BB10 3JX	
Poulton-le-Fylde	Wyre Borough Council Civic Centre Breck Road FY6 7PU	01253 891000
	Poulton Library Blackpool Old Road, FY6 7DH	
Preston	Lancashire County Council offices County Hall Pitt Street PR1 8XJ	0845 0530000
	Preston City Council Offices Town Hall Lancaster Road PR1 2RL	01772 906900
	Harris Library Market Square PR1 2PP	
Rawtenstall	Rawtenstall Library Queen's Square BB4 6QU	



Ribbleton	Ribbleton Library Ribbleton Hall Drive PR2 6EE	
Rishton	Rishton Library High Street BB1 4LA	
Saint Annes	Council Offices 292 Clifton Drive South FY8 1LH	01253 658 658
	St Annes Library 254 Clifton Drive South FY8 1NR	
Savick	Savick Library West Park Avenue PR2 1UH	
Silverdale	Silverdale Library Emesgate Lane LA5 0RA	
Skelmersdale	Skelmersdale Library Southway WN8 6NL	
Tarleton	Tarleton Library Mark Square PR4 6TU	
Thornton-Cleveleys	Thornton Library Victoria Road East FY5 3SZ	
Trawden	Trawden Community Library Church Street BB8 8RU	

Whalley	Whalley Library Abbey Road BB7 9RS	
Whitworth	Whitworth Library Lloyd Street OL12 8AA	
	Whitworth Town Council Offices Civic Hall (The Riverside) Market Street OL12 8DP	01706 852018
<p>For details of opening times or specific enquiries about your local library the Lancashire Library Service can be contacted on 0300 123 6703</p>		



By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972. It is considered that all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

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